

VOLUME 2

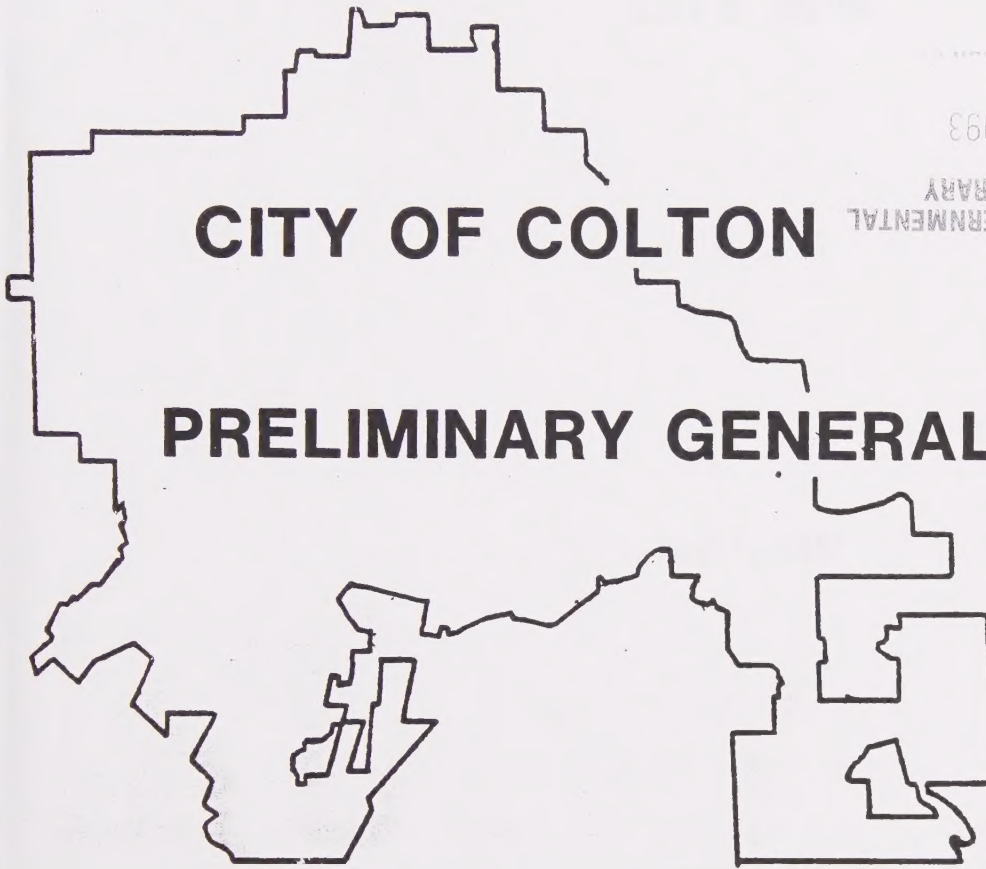


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**CITY OF COLTON**

**PRELIMINARY GENERAL PLAN**



COMMUNITY SYSTEMS ASSOCIATES, INC.



FINAL PRELIMINARY GENERAL PLAN  
FOR THE  
CITY OF COLTON

May 5, 1987

PREPARED FOR THE  
CITY OF COLTON



"public/private project management, feasibility, and implementation"

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NOTE: Exhibits are located in the map pocket which accompanies this General Plan document.

# Table 1

| Year | Value | Unit      |
|------|-------|-----------|
| 1980 | 10.5  | 1000 tons |
| 1981 | 11.2  | 1000 tons |
| 1982 | 12.1  | 1000 tons |
| 1983 | 13.0  | 1000 tons |
| 1984 | 14.5  | 1000 tons |
| 1985 | 15.8  | 1000 tons |
| 1986 | 17.2  | 1000 tons |
| 1987 | 18.9  | 1000 tons |
| 1988 | 20.1  | 1000 tons |
| 1989 | 21.5  | 1000 tons |
| 1990 | 23.0  | 1000 tons |

Source: Data from the Ministry of Agriculture and Forestry, 1991. The figures are in thousands of tons.

## Table 2

| Year | Value | Unit      |
|------|-------|-----------|
| 1980 | 10.5  | 1000 tons |
| 1981 | 11.2  | 1000 tons |
| 1982 | 12.1  | 1000 tons |
| 1983 | 13.0  | 1000 tons |
| 1984 | 14.5  | 1000 tons |
| 1985 | 15.8  | 1000 tons |
| 1986 | 17.2  | 1000 tons |
| 1987 | 18.9  | 1000 tons |
| 1988 | 20.1  | 1000 tons |
| 1989 | 21.5  | 1000 tons |
| 1990 | 23.0  | 1000 tons |

Source: Data from the Ministry of Agriculture and Forestry, 1991. The figures are in thousands of tons.



## 1.0 COLTON PRELIMINARY GENERAL PLAN INTRODUCTION

### 1.1 INTRODUCTION AND PURPOSE

This report is the 1986 Preliminary General Plan for the City of Colton and reflects a revision and comprehensive update to the existing General Plan policy. This updated document is intended to establish land use and growth policy extending over a long-term time frame to the year 2005. Review and refinement of this preliminary document will lead to formulation and adoption of a final General Plan.

The primary purpose of this document is to present proposed revisions and updates to the existing 1981 General Plan and allow the Planning Commission and general public to review and comment on proposed policies before a final plan is adopted. Contained within the plan are the following factors and issues related to the City of Colton:

- a) Each of the seven mandated elements prescribed under the California State Planning and Zoning Law (Land Use, Circulation, Housing, Noise, Open Space, Conservation and Safety).
- b) Description of substantive changes to the earlier 1981 General Plan and probable affects on land use acreage, housing, population and growth objectives.
- c) Summary of identified conditions, assumptions and objectives underlying the overall planning effort for each element and for Colton at its present stage of growth and development.
- d) An indicated range of implementation actions available to the City for making the updated plan work on behalf of everybody in the community.
- e) Statement of general objectives, principles and standards to be applied to future growth and activities as a means of shaping the City's future. Also, a recommended policy plan of implementation strategies and community requirements which must be met in order to achieve the objectives of the General Plan.

### 1.2 HOW TO USE THIS REPORT

The report should be viewed as an indication of proposed policy, setting forth the City's long-term direction through the year 2005. As such, the preliminary General Plan should be reviewed with special attention given to policy commitment proposed and the basis for such a determination. Within this report a summary of factors shaping and influencing the ultimate policy revision, update or proposal is included. However, the preliminary General Plan is the second in a series of reports leading to an update of the City General Plan and Zoning Conformance. The series of working and finished documents to come out of this process include the following:

1.1. WATER RESOURCES

The water resources of the United States are abundant and varied. The total water available in the United States is estimated to be 5,100 billion gallons per day. This water is distributed unevenly throughout the country, with the highest concentrations in the western United States. The water resources of the United States are a major factor in the development of the country.

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1.2. LAND RESOURCES

The land resources of the United States are abundant and varied. The total land area of the United States is estimated to be 3,797 million acres. This land is distributed unevenly throughout the country, with the highest concentrations in the western United States. The land resources of the United States are a major factor in the development of the country.



## REPORT NO.

|    |                                    |                 |
|----|------------------------------------|-----------------|
| 1) | Community Profile Report           | Completed       |
| 2) | Preliminary General Plan           | Completed       |
| 3) | Zoning Conformance Report          | To Be Completed |
| 4) | Master Environmental Impact Report | To Be Completed |
| 5) | Final General Plan                 | To Be Completed |

This preliminary General Plan should be used in conjunction with the detailed Community Profile Report in evaluating the long-term merits of the plan. In addition, the preliminary plan should be used in the following manner:

- a) The Council Appointed Planning Committee, the City Planning Commission, and the City Council should carefully review the report and the preliminary General Plan for conformance to the City's goals and objectives for growth and development, and ability to be implemented in the form of a General Plan.
- b) The City Planning staff and other departments of the City government should continue their coordinated review and participation in all phases of the planning effort, to assure that the upcoming General Plan will be an accurate, workable basis for the formulation of City development policy for many years to come.
- c) The preliminary General Plan and Report No. 3 should be used as a reference guide by the City staff for advice to the citizens of Colton, and any agency, institution, firm or individual that has an interest in the City's growth, or a project that will require official approval of land use developments or building permits.
- d) Citizen interest groups and individuals should review the preliminary General Plan for conformance to desired goals and objectives for community growth and development.

Finally this document will serve as a basis for the preparation of the Zoning Conformance Report and Master Environmental Impact Report for the final General Plan.





## 2.0 LAND USE ELEMENT

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## LAND USE ELEMENT

### INTRODUCTION

The Land Use Element is one of the seven State-mandated elements. The California Planning, Zoning and Development Law, Section 65302(a) requires: "A land use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The Land Use Element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The Land Use Element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas."

### ASSESSMENT

#### Existing Land Use Conditions

Land use factors of a community are heavily relied upon to gain a current understanding of the community's growth, benchmark expectations for the future, and develop goals, policies and programs to attain such desired objectives. The reason for such emphasis on land use planning under the law and as part of the General Plan process, is that existing and proposed land uses represent the manifestation of all social, economic, physical and environmental factors affecting the City and its future. Existing land use conditions of the City of Colton are summarized below, as taken from field investigations and analysis contained in the Community Profile Report.

The City of Colton encompasses 9,613 acres or 15.0 square miles. In contrast, the entire planning area, which includes the City and its sphere of influence, totals 11,775 acres or 18.4 square miles. Tables 2-1 and 2-2 show the Existing Land Use Profile of the City and its sphere of influence, respectively. In October 1985, all residential land uses accounted for about 15 percent of the City with single-family residences making up about 12 percent of the City. Commercial land uses accounted for roughly 3.3 percent of the City, with retail and personal services making up nearly 50 percent of the commercial acreage of the City. Industrial developments accounted for almost 6 percent of the entire City, however, the large quarry operations at Slover Mountain, as well as office developments in existing industrial parks were not included in this acreage count. Public service land uses such as fire stations, schools, hospitals, utilities and landfills made up about 2.5 percent of the entire City. School facilities made up over half of all existing public service land use acreage within Colton. Open space commanded over 54 percent of the entire City area. While various open space uses, such as parks, golf courses, cemeteries and agricultural fields, accounted for about 4 percent of the City, over 50 percent of





TABLE 2-1  
CITY OF COLTON  
EXISTING LAND USES - 1985

| <u>LAND USE</u>             | <u>AREA (acres)</u> | <u>PERCENT OF GROSS AREA</u> |
|-----------------------------|---------------------|------------------------------|
| TOTAL GROSS AREA            | 9,613.38            | 100.00%                      |
| RESIDENTIAL                 | 1,463.19            | 15.22%                       |
| Single Family               | 1,176.61            | 12.21%                       |
| 2 to 4 Family               | 15.68               | .16%                         |
| Multiple Family             | 143.79              | 1.50%                        |
| Mobile Home Park            | 130.11              | 1.35%                        |
| COMMERCIAL                  | 314.11              | 3.27%                        |
| Professional/Administrative | 73.32               | .76%                         |
| Retail/Personal Services    | 135.13              | .76%                         |
| Dining/Recreational         | 45.28               | .47%                         |
| Auto Sales/Service          | 60.38               | .63%                         |
| INDUSTRIAL                  | 549.03              | 5.71%                        |
| Light                       | 173.31              | 1.80%                        |
| Heavy                       | 375.72              | 3.91%                        |
| OPEN SPACE                  | 5,247.16            | 54.58%                       |
| Vacant                      | 4,847.43            | 50.42%                       |
| Agriculture                 | 151.24              | 1.57%                        |
| Cemetery                    | 165.04              | 1.72%                        |
| Golf Course                 | 46.09               | .48%                         |
| Parks                       | 37.36               | .39%                         |
| PUBLIC SERVICE              | 243.93              | 2.54%                        |
| Civic Center                | 2.94                | .03%                         |
| Fire Stations               | 1.98                | .02%                         |
| Schools                     | 125.18              | 1.30%                        |
| Elementary                  | 65.24               | .68%                         |
| Junior High School          | 18.36               | .19%                         |
| High School                 | 41.58               | .43%                         |
| Private Civic Facilities    | 32.39               | .34%                         |
| Utilities                   | 10.30               | .11%                         |
| Landfill                    | 69.85               | .73%                         |
| Hospitals                   | 1.29                | .01%                         |
| TRANSPORTATION              | 1,795.96            | 18.68%                       |
| Railroad                    | 196.73              | 2.05%                        |
| Road/Freeways               | 1,599.23            | 16.63%                       |
| TOTAL NET AREA*             | 7,783               | 80.10%                       |

\* Net area determination was made by subtracting all transportation land uses plus 35 acres of improved flood control channel (Vacant Land Use) from the gross acreage.



TABLE 2-2

COLTON SPHERE OF INFLUENCE  
EXISTING LAND USES - 1985

| <u>LAND USE</u>             | <u>AREA (acres)</u> | <u>PERCENT OF GROSS AREA</u> |
|-----------------------------|---------------------|------------------------------|
| TOTAL GROSS AREA            | 2,162.00            | 100.00%                      |
| RESIDENTIAL                 | 266.98              | 12.35%                       |
| Single Family               | 260.69              | 12.06%                       |
| 2 to 4 Family               | 2.20                | .10%                         |
| Multiple Family             | 1.97                | .09%                         |
| Mobile Home Park            | 2.12                | 10%                          |
| COMMERCIAL                  | 44.22               | 2.05%                        |
| Professional/Administrative | -                   | -                            |
| Retail/Personal Services    | 32.54               | 1.50%                        |
| Dining/Recreational         | 1.13                | .05%                         |
| Auto Sales/Service          | 10.55               | .49%                         |
| INDUSTRIAL                  | 540.38              | 24.99%                       |
| Light                       | 11.43               | .53%                         |
| Heavy                       | 528.95              | 24.47%                       |
| OPEN SPACE                  | 1,268.45            | 58.67%                       |
| Vacant                      | 1,119.64            | 51.79%                       |
| Cemetery                    | -                   | -                            |
| Golf Course                 | -                   | -                            |
| Parks                       | -                   | -                            |
| PUBLIC SERVICE              | 2.84                | .13%                         |
| Civic Center                | -                   | -                            |
| Fire Stations               | -                   | -                            |
| Schools                     | -                   | -                            |
| Elementary                  | -                   | -                            |
| Junior High School          | -                   | -                            |
| High School                 | -                   | -                            |
| Private Civic Facilities    | 2.07                | .10%                         |
| Utilities                   | .77                 | .03%                         |
| Landfill                    | -                   | -                            |
| Hospitals                   | -                   | -                            |
| TRANSPORTATION              | 39.13               | 1.81%                        |
| Railroad                    | 12.44               | .57%                         |
| Road/Freeways               | 26.69               | 1.23%                        |
| TOTAL NET AREA*             | 1,959.52            | 90.63%                       |

\* Net area determination was made by subtracting all transportation land uses plus 163 acres of improved flood control channel (Vacant Land Use) from the gross acreage.





Colton remains vacant. Finally, improved roadways, freeways, railroads and flood control channels accounted for 1,830 acres or 19 percent of the entire City area leaving a net area of 7,783 acres to accommodate existing land use activities.

With respect to vacant land within City boundaries, roughly 2,525 acres are in environmentally restrictive areas. Approximately 980 acres are within a 100-year flood inundation area, not including nearly 500 acres in the Cooley Ranch area, that will be exposed to 100-year flood danger if developed. The remaining 1,545 acres are located within steeply sloped terrain subject to significant landslides and extreme seasonal fire hazards. Such extreme conditions should enable only half of this area to be developed, with a maximum density of 1.5 units per acres. Within Colton, approximately 2,320 acres remain without significant environmental restriction to future growth. In light of existing conditions and future growth patterns, the ultimate build-out of Colton could support 65,000 to 70,000 people within existing City boundaries. Based on a moderate-high growth trend, City build-out would occur between the years 2010 and 2015.

Beyond the City limits an additional 2,162 acres or 3.4 square miles exist within the designated sphere of influence. These adjoining unincorporated lands, including the Slover Mountain quarry, represent areas which will be directly influenced by land use policies of the City and possibly could be annexed as part of the community sometime in the future.

For the Planning Area, ultimate build-out is estimated to support a population of roughly 78,000 inhabitants. This holding capacity is based upon the existing pool of vacant land, environmental restrictions, development and land use patterns, future residential densities and household sizes. Based upon a moderate-high growth trend, ultimate build-out of the Planning Area should also occur between the years 2010 and 2015.

With respect to the General Plan, the most significant problem Colton faces is its General Plan and Zoning inconsistencies. The land use relationship between actual existing uses and Plan designated activities in the City, will have a significant affect on future planning for the entire area. Due to the implementary role Zoning has with respect to the General Plan, when there is a lack of conformance between the policy direction set by the community (General Plan) and the legal implementing mechanism (Zoning), problems will result. In Colton this situation exists in the form of disparities between acreage allocations of the General Plan and the Zoning Code; such disparities also occur within the physical arrangement of land use activity. Thus, the problem created by inconsistency between the General Plan and Zoning is not only quantitative with respect to allocated acreage, but also qualitative with respect to physical arrangement. A primary and effective way to bring Zoning into conformance with the General Plan is to make needed revisions within the existing pool of vacant land resources. Currently there is a large proportion of vacant properties within the various Zoning designations. First, however, it is vital that a proper allocation and arrangement of land use designations be achieved, as reflected by the following Policy Plan and by the General Plan Map (see Exhibit A located in the map pocket which accompanies this document).



## General Plan Land Use Revisions

Changes to the 1981 General Plan land use designations are discussed below. This five year update is consistent with State guidelines which recommend periodic revisions and updates of long-term land use policy. More than anything this land use update is in recognition of significant economic, social, environmental changes affecting the outlook of Colton's future. In addition, significant conflicts and inconsistencies that exist between planning and zoning policies and private enterprise market forces were a primary reason for undertaking this 1986 update. Following is a summary of significant land use revisions and the basis for such changes over the previous 1981 General Plan (also, see Table 2-3 at the end of this discussion).

### A. Residential Land Uses

#### Density

Target densities remain consist with those established in the 1981 General Plan.

#### Total Acreage

The overall land use acreage designated has been reduced due to natural hazards, incompatible land uses, and policy direction not previously accounted for under the 1981 General Plan.

#### Housing Potential

Despite an overall reduction in residential land use acreage designated, the potential housing unit yield will remain essentially the same because there is a large amount of vacant property designated for higher residential densities that will enable the housing unit potential established under the 1981 General Plan to be realized under the 1986 update. Previously, significant portions of higher density acreage was designated over areas previously developed at single family densities with little or no recycling potential.

#### Residential Estates

Total land area designated for residential estates has been decreased due to the 1986 General Plan's recognition of redevelopment restrictions posed by the cemetery and landfill, previously designated for Residential Estate





activity. Not considering these acreage exclusions, the actual land area that conceivably could be developed at Residential Estate densities has been increased. This increase is reflected by an estate density designation in the La Loma Hills as dictated by natural hazards and slope conditions that exist.

#### Low-Density

The total land area for this density has been reduced because significant portions of La Loma Hills have been redesignated to residential estate densities and the vacant flat lands within the southwest sphere of influence have been designated entirely for light industrial and specific plan uses. Total acreage reduction has been minimized by redesignating significant portions of the northwestern portion of Colton from medium and high density residential to Low Density. (This area is north of San Bernardino Avenue and west of Meridian Avenue). The redesignation within the central portion of town was done to more accurately reflect existing single-family uses. Overall future land area available for development at a low density has been reduced by approximately 515 acres.

#### Medium-Density

This land area allocation essentially has been cut in half. This 1986 update accurately reflects the existing inventory of single-family uses and the housing element establishes a general intention to retain and enhance this type of housing mix in the central City area. In addition, large vacant areas north of Valley Boulevard and bisected by Meridian Avenue have been eliminated as Medium Density Residential uses in order to take advantage of potential industrial opportunities. A significant area north of Valley Boulevard and west of Mount Vernon has been redesignated from high density residential and multi-use to Medium Density Residential. However, a large area located southeast of Colton Avenue and east of Mount Vernon has been redesignated from Medium Density to low and high density residential and multi-use. A substantial area east of Cooley Drive has also been redesignated from Medium Density to low density residential.

#### High Density

High Density Residential land area has been increased by approximately 10 percent. Areas north of Valley Boulevard and bisected by La Cadena Drive that had been previously designated multi-use and medium density residential have been redesignated to High Density Residential to better meet pressing community housing needs in the central city area. The most significant redesignation of High Density Residential occurs in the area north of San Bernardino Avenue and west of Meridian Avenue at the northwestern corner of the City, which has been redesignated low density, and in a large area north of I-215 directly fronting the Santa Ana River which was redesignated





to planned community development. A substantial redesignation to high density residential occurred east of Mount Vernon near its intersection with Fairway Drive. That area had previously been designated Medium Density Residential and business park. The largest concentration of High Density Residential land is located between Rancho Avenue on the west, Olive Street to the north, Valley Boulevard at the south and Mount Vernon Avenue to the east.

## B. Commercial Land Uses

### Total Acreage

Total acreage has been reduced considerably for a number of reasons. Of primary importance is a re-evaluation of the City's land use policy with regard to encouraging commercial growth. In vacant portions of the City the original acreage designations of 1981 were left as before. In the developed downtown area, along Valley Boulevard and on South La Cadena Drive, Commercial designations have been reduced or eliminated to prevent the continued development of inefficient land use patterns and induce a viable concentration of Commercial activities. With respect to the future outlook of aggregate commercial growth, Colton perceives an ability to generate a significantly greater volume of retail sales supported by the region than could be generated by the local population alone. In effect, Colton's strategic location will remain competitive and vacant land area designations of the 1986 update correspond with this outlook for future Commercial growth.

### Limited Commercial

The restricted area designation is intended to reduce probable impacts resulting from more intense general commercial activities located near sensitive residential locations. Acreage allocations in this land use category have been reduced so that sites which have a long range development potential to satisfy community-wide, or regional consumer markets can be better recognized.

Heightened awareness of the City's potential regional market influence has caused acreage allocations in this land use category to be eliminated in all but one location at the corner of Rancho Avenue and "C" Street.

### General Commercial

Acreage designations have been reduced in developed sections of town to prevent leap-frogging and a scattered distribution of retail uses within predominantly single-family residential neighborhoods. Commercial land use designations in central Colton are explicitly stated to reflect existing land uses. Designated vacant lands with regional exposure and use potential will serve as the City's committed investment for maintaining its current retail drawing power.



The most significant increase in this commercial designation occurs in the area currently designated as multi-use which straddles Valley Boulevard and extends northward along La Cadena into central Colton. The greatest reductions in the General Commercial designation occurs northwest of I-215, an area which is being redesignated to planned community development, and north of Valley Boulevard and west of Pepper Avenue where the designation is changing from business park to industrial. Total reduction of General Commercial acreage is approximately 20 percent.

#### Office/Business Park

Acreage designation has been reduced significantly and is now limited to existing downtown and scattered residential locations currently in transition from residential to administrative land use activities. Along Colton Avenue the designation serves to limit further expansion of older industrial uses adjacent to single-family neighborhoods. It also provides for an orderly transition between more intense commercial activities along Valley Boulevard and adjacent downtown neighborhoods. This significant reduction in commercial office and Business Park designations is offset by the increase in areas identified for industrial park activities which also provide for many office uses desired in the community.

### C. Industrial Land Uses

#### Total Acreage

The overall land area has been reduced significantly as a result of the increased use of specific plan and planned community development (PCD) overlay zones in both incorporated and unincorporated areas. This change is most significant in the Slover Mountain area in the western portion of the City, and areas south of the I-215 and I-10 intersection which consists of land located in the Santa Ana River Redevelopment Specific Plan Project Area. Industrial land use designations basically remain unchanged at the far southern portion of the City near the La Cadena I-215 intersection. However, under the revised land use plan a significant portion of unincorporated area at the southwestern edge of the city has been redesignated from low density residential to Industrial uses.

#### Industrial Park

Total Industrial Park land area has been reduced, due largely to the designation of the PCD area. The Industrial Park designation was explicitly identified in the Cooley Ranch area which is now designated as a PCD under the update. A significant change in designation occurs in the west side of the city, south of San Bernardino and west of Pepper Avenue, as that area has been redesignated from business park and open space to Industrial Park uses.





## Light Industrial

This represents a land use designation not previously included in the 1981 General Plan. The designation has been applied primarily in developed industrial locations adjoining residential neighborhoods. The range of activities is limited by the current zoning code. Within the flat land section south of La Loma Hills a significant amount of vacant and equestrian grazing area has also been designated for Light Industrial activities.

## Heavy Industrial

This land use designation shows a very significant decrease resulting from the use of specific plan designations in the Slover Mountain and Santa Ana River Redevelopment Specific Plan project areas. Additional change from Heavy Industrial to the specific plan designation has occurred in the City's Southwest sphere of influence. The most significant area now designated Heavy Industrial is located south of 1-10 west of Mt. Vernon Avenue.

## D. Open Space Land Uses

### Total Acreage

The amount of Open Space designated under the revised land use plan remains basically unchanged with respect to total acreage. However, significant changes to this classification have been made to reflect areas of natural hazards. These areas are comprised primarily of the 100-years flood potential areas, landfill and large cemeteries. The addition of these areas did not noticeably increase the total acreage due to the elimination of the large agricultural area which was located at the City's southwestern edge which now falls under the specific plan-overlay zone. Future agricultural acreage allocations in this area will be designated under approved specific plans.

Open Space designation does not exclude land from potential development opportunities but, rather, recognizes inherent constraints that would prevent urbanization in these locations regardless of General Plan designation.

## E. Special Designations

### Purpose

Special land use designations have been created to respond to unique community conditions requiring more than the traditional planning approach. These special land use designations include a Multi-Use Area, Planned Community Development and a Specific Plan designation.





### Mount Vernon Multi-Use Area

Encompasses 118.8 acres and provides for a combination of general commercial and residential uses of varying densities depending on lot size. The area has been established to address the transitional and deteriorating character along the Mount Vernon Corridor by enabling existing uses to continue but encouraging more significant projects in the future. A long-term policy program providing for aesthetic upgrades of existing uses and density and development incentives for significantly scaled projects is being proposed.

### Cooley Ranch Planned Community Development

Encompasses approximately 398 acres and provides for a multitude of uses including mobile home, apartment, hotel, retail commercial, entertainment, office and industrial activities. The Cooley Ranch PCD designation enables development to occur in direct response to private market forces. In effect, rigid land use location and arrangement designations have not been prescribed, instead a conceptual land use pattern is designated. Specific development standards have been established to regulate the quality of projects constructed. This is accomplished through an administrative development review process designed to prevent untimely delays in light of dynamic market conditions and uncontroversial projects. In contrast, the 1981 General Plan did not explicitly provide for a special land use designation in order to keep market barriers and public constraints to development at a minimum.

### Specific Plan

This designation encompasses approximately 1977 acres and has been used primarily in the redesignation of areas formally designated for heavy industrial and agricultural uses. The heaviest concentration of this designation occurs at the western portion of the City originating in the Slover Mountain area and continuing southward between the Santa Ana River and the City's western limits.



## THE POLICY PLAN

The General Plan for the City of Colton, California is designed to both accommodate and logically channel development pressures throughout the Colton Planning Area from the present to the year 2005.

Among the most important portions of a General Plan are the recommended land uses and their proposed distribution. This section describes the land uses shown on the General Plan Map (Exhibit A), their intent and purpose.

### General Objectives

1. To create a land use pattern which provides a safe, harmonious and attractive residential living environment; a balanced hierarchy of commercial land uses which will service the consumer and economic needs of the City and region; a strong industrial base highly competitive within the area's labor force pool and industrial growth market; and adequate open space and recreational areas.
2. To provide a compatible mix and arrangement of land uses and to promote future development in a manner consistent with the availability of infrastructure.

#### A. Residential Land Uses

Four categories of residential land use are shown in the General Plan. Each of these categories proposes a range in the number of dwelling units permitted per acre. The aim is to achieve a balanced diversity of living environments within Colton, while encouraging a range of densities within each land use category.

Each density range, or category, is expressed in terms of the number of dwelling units permitted per gross acre and a target density, or the average number of units per gross acre expected to occur in most developments.

The residential land use categories are not proposed to reflect any maximum or minimum lot size. In general, it is proposed that a variety of development types and lot sizes should be allowed in each category, so long as the overall number of units per acre is not exceeded.

The purpose is to encourage 1) a diversity of residential development types by allowing adequate design flexibility; 2) economy in delivering public services in cases where this is an issue; and 3) the taking into consideration of environmentally sensitive or hazardous areas where they are encountered.





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**NOTE:** Land use activities within special designation areas have been assigned adjustments to the respective land use category for comparative purposes.

LAND USE ELEMENT





Note, for instance, an area in the La Loma Hills which could allow 100 homes. Since the land is very steep, it would make good planning sense to cluster most of the homes in a canyon on smaller lots, while reserving the hilly terrain for very large lots and open space. In this case, many of the environmental hazards of building on steep slopes would be avoided. Also, the cost of providing public services would be less because most of the homes would be clustered, and some of the land would be reserved as permanent open space viewable from most of the City.

The four categories of residential land use are:

1. Residential Estates

- a. Density Range: Up to two (2) dwelling units per acre.
- b. Target Density: Two (2) dwelling units per acre.
- c. Purpose and Intent: The purpose of this land use designation is to provide for low density residential development in a primarily non-urbanized environment. It is expected that areas designated for this residential land use will be dominated by half-acre or greater lots, although smaller lots in clustered developments could also be permitted. Many, if not most, of the developments in each area would be devoted to equestrian-oriented activities.

It is intended that this designation be used to either create or maintain areas currently typified by large lot semi-rural land uses, or areas which, due to their terrain or other environmental features, do not permit development at higher overall densities.

- d. Potential Uses: Potential uses would be limited primarily to single family dwellings on large lots, although clustered developments on smaller lots could be permitted. Accessory and agricultural uses would also be permitted.
- e. Areas Designated: It is proposed that this designation be used primarily in the Reche Canyon area and in the La Loma Hills area of Colton, in order to preserve existing development patterns in the case of Reche Canyon, and to recognize the environmental sensitivity of the La Loma Hills. In terms of acreage, Residential Estate is the largest category of residential land usage proposed in the General Plan.

2. Low Density Residential



- a. Density Range: Up to <sup>eight (8)</sup> dwelling units per acre.
- b. Target Density: <sup>Four (4)</sup> dwelling units per acre.
- c. Purpose and Intent: The purpose of this designation is to encourage single family suburban developments similar to those found in many of Colton's existing residential tracts. It is expected that the residential environment in areas designated Low Density Residential will be predominantly that of single family detached dwellings.

No minimum lot size is intended by this designation, but it is expected that the overall land use pattern will be that typified by the 7,200 square foot lots common throughout the newer portions of Colton. At the higher end of this designation, small lots, zero lot line, or attached single family units may be found. Clustering of dwellings could also be encouraged in order to provide a diversity of unit types and architectural styles, and to provide open space areas.

- d. Potential Uses: Potential uses would be limited primarily to single family dwellings on individual lots, although small lot and clustered development could be permitted to the higher end of the density range. Common accessory uses, such as churches and similar uses, would be permitted.
- e. Areas Designated: Both currently developed and vacant portions of the Planning Area have been proposed for Low Density Residential use. Much of existing single family development in Colton has been retained in this designation. Nearby developing areas in the southwestern and southeastern portions of the Planning Area on relatively flat terrain also have been designated for this kind of development. Low Density Residential is the second largest category of residential land usage proposed in the General Plan.

### 3. Medium Density Residential

- a. Density Range: Up to sixteen (16) dwelling units per acre.
- b. Target Density: <sup>Ten (10)</sup> dwelling units per acre.
- c. Purpose and Intent: The purpose of this designation is to encourage a residential environment having a wide range of residential land uses. At the lower end of this density range, attached townhouse design units are expected - while





the upper end of the range would be typified by townhouse construction with separated parking areas. Developments usually found in this density range are normally in a condominium form of ownership with extensive community-owned open space and small private patios or yards. No minimum lot sizes are intended by this designation.

- d. Potential Uses: Single and multiple family uses would be permitted in this designation. By way of comparison, the range of uses would closely correspond with uses permitted under the City's present R-2 zoning district. Accessory uses, and other uses traditionally found in residential neighborhoods would be permitted.
- e. Areas Designated: The Medium Density Residential designation has been shown throughout the Planning Area to help provide as wide a diversity of local land uses as possible. Areas designated Medium Density Residential include the predominantly vacant areas located south of "O" Street, between Rancho Avenue and Fogg Street and south of "C" Street, and north of Valley Boulevard between Hermosa Avenue and Rancho Avenue. The area east of Mt. Vernon Avenue and south of Grant Street, currently designated as a single family area, has been designated for eventual recycling to Medium Density Residential land uses.

#### 4. High Density Residential

- a. Density Range: Up to  <sup>twenty-two (22)</sup> units per acre.
- b. Target Density:  <sup>Fifteen (15)</sup> units per acre.
- c. Purpose and Intent: The purpose of the High Density Residential designation is to provide for a relatively high intensity residential environment. Such areas are typified by fourplex developments at the lower end and by garden apartment or similar three (3) story unit types at the upper end of the density range. It is intended that densities approaching 25 units per acre only will be used for specialized housing such as small units for senior citizens, or to meet other pressing community needs.
- d. Potential Uses: Potential uses permitted in this designation include the entire range of residential development allowed in Colton under present planning policies. In addition, accessory uses and land uses such as churches and schools which are commonly found in residential neighborhoods would be permitted.



- e. Areas Designated: The General Plan indicates three main concentrations of High Density Residential land uses. These areas include the areas east and west of La Cadena Drive which pivot around the intersection of La Cadena Drive and "C" Street; the areas north and south of Washington Street which pivot around the Washington Street and Barton Road Intersection; north and south of Fairway Drive east of Mount Vernon Avenue. Additional areas of High Density Residential are situated at various locations throughout the City but at greatly reduced densities.

## B. Commercial Land Uses

Three Commercial Land Use designations are shown in the General Plan. The types of commercial development possible varies nearly as widely as the types of residential development commonly found within communities such as Colton. These designations should reflect this diversity as much as possible while allowing the locational flexibility necessary to establish a healthy and well-balanced commercial community within the City. The three categories are:

### 1. Limited Commercial

This designation provides for a limited range of commercial uses typical of a convenience or neighborhood center anchored by a food store and catering to the day-to-day shopping needs of surrounding residents. Limited Commercial activities should generally encompass a supermarket as the highest intensity land use with convenience oriented satellite establishments of a lesser intensity on the same site or freestanding location. Sit-down dining establishments, not including fast-food drive-thru restaurants, may also be allowed subject to discretionary review of the proposed land use activity. Limited Commercial land use sites should range from one (1) to ten (10) acres in size. Site locations should be along roadways traveled by localized or residential commuter traffic and at intersections bisecting residential neighborhoods.

### 2. General Commercial

This designation is provided for the full range of commercial activities possible within Colton. Typically the General Commercial designation is provided for higher intensity commercial



uses such as fast-food and sit-down restaurants, offices, auto services and community-wide and regional retail establishments. General Commercial uses should be designated in areas providing regional exposure, high traffic visibility and larger sites capable of accommodating expansive sales floor area and customer parking. General Commercial uses should not be located along low-volume residential roadways or in the midst of a residential neighborhood.

### 3. Office/Business Park

The purpose of this land use designation is to encourage the development of areas which are intended primarily to meet the business needs of industrial or manufacturing employers and employees. As such, it is intended that the predominant uses will be businesses that primarily provide support services to industrial development, such as:

- a. Offices for engineers, sales representatives or other manufacturing service types of businesses;
- b. Sit-down and Deli-type Restaurants; and/or
- c. Space for distributors and other retail outlets. Small manufacturing firms, (e.g., subcontractors to larger manufacturing firms) also may be allowed, if operations can be accomplished entirely indoors and are related to the service needs of manufacturers. An administrative development review process similar to the process used in the planned community Development zone could be employed to regulate specific land uses.

## C. Industrial Land Uses

Due to the highly diverse nature of manufacturing, extractive, transportation and warehousing industries in Colton, three Industrial Land Use designations are being proposed in the General Plan, as follows:

### 1. Industrial Park

The purpose of this designation is to encourage the provision of master planned industrial parks within Colton which have a high level of visual amenities and high quality design standards. The minimum parcel size should be five acres for any individual Industrial Park. A review and permit process similar to the process currently used in the Planned Community Development Zone or for Conditional Use Permits could be employed, with strict guidelines as to use, landscaping and building design adopted for each parcel. Prevalent industrial uses should be light in nature. Multiple tenant uses may be permitted in this designation.





## 2. Light Industrial

The purpose of this designation is to define the limits of future industrial activity within the established sections of Colton. Land uses in the Light Industrial area should include low-intensity packing, assembly, storage, and similar uses which do not adversely affect surrounding residential, office, educational or commercial land uses. The M-1 Zone shall represent the location and extent of light Industrial activities in Colton.

## 3. Heavy Industrial

The purpose of this designation is to provide for intensive industrial activities foreseen in the region and promoted by long-range growth strategies, such as the Agua Mansa Industrial Corridor and Enterprise Zone. The nature of industrial activities under this designation will include heavy manufacturing, distribution, assembly, resource extraction, storage and similar activities not normally compatible in close proximity residential activities. Within established areas, Heavy Industrial uses should be buffered from residential activities by light Industrial or industrial park development whenever possible. The M-2 zone shall designate the location and extent of Heavy Industrial activities in Colton.

## D. Public Uses/Open Space

Public uses have been designated under a single category and includes both quasi-public and public uses. Open Space has been divided into three categories: Permanent open space, agriculture, and parks/recreational uses.

### 1. Public Uses

This designation generally includes all major public and quasi-public uses within the Planning Area including the Civic Center, fire stations, future hospitals, cemeteries, libraries, and schools.

Land for major public and quasi-public use is shown in the General Plan for community facilities, with current and potential locations identified. Not all publicly-owned facilities, however, have been specified. For instance, small facilities such as water pumps have been included in their surrounding land uses. Others, such as streets, have been shown as distinct uses. Flood control channels do not have a separate designation, but are identified on the General Plan Map.



## 2. Open Space

### a. Permanent Open Space

This category includes areas, which due to environmental hazards, are unsafe for human habitation. Such an area includes the Santa Ana River and its flood plain. This area can be used for recreational, equestrian and agricultural uses.

Cemeteries are also designated as Permanent Open Space.

### b. Agriculture

This designation is intended to protect existing areas devoted to agriculture or agriculturally related pursuits, with room for expansion if needed. Non-urbanized in nature, the Agriculture designation could allow such land uses as crop production, dairies, livestock raising, animal boarding, horse ranches and similar pursuits. While the designation remains on the map legend, the Agricultural designation has not been applied as a land use on the revised land use map; all land previously designated Agricultural has been reassigned to the specific plan overlay zone.

### c. Parks/Recreation

This land use designation is intended to identify present and future publicly owned Parks and Recreation facilities as well as larger privately held facilities devoted to passive and active outdoor recreational pursuits.

## E. Special Designations

Special land use designations include a Multi-Use Area, Planned Community Development and Specific Plan designation. Such designations serve to provide for tailored planning of areas requiring more than the traditional approach of standardized zoning regulations in order to realize overall General Plan objectives.

### 1. Multi-Use Area

This area has been established along the Mount Vernon Corridor for the purpose of creating a long-term vehicle for upgrading the economic and aesthetic environment. The Multi-Use Area designation permits a two-pronged approach by allowing existing parcels to be used for residential or commercial activities subject to aesthetic upgrades and by encouraging more significant residential and commercial projects in the future using density bonuses and design modifications based on the size of the development site. The





Multi-Use Area designation is not intended to create an immediate or near term transformation of the Mount Vernon Corridor, but rather to establish significant investment and community improvement opportunities which may be eventually realized as surrounding land costs continue to increase.

## 2. Planned Community Development

The purpose of this designation is to encourage sustained growth and investment by minimizing governmental constraints, providing for design flexibility, higher quality of improvements, and/or minimizing constraints to land use location. The Planned Community Development (PCD) designation has been explicitly identified for the Cooley Ranch area. The Planned Community concept is desired in other portions of the community and is encouraged in coordination with primary land use designations. In the Cooley Ranch area, no specific land use designation is identified in order to minimize constraints to land use allocations that would be dictated by private market forces. However, development standards which ensure a high level of improvement quality and also permit flexibility are applied to various land use developments. In addition, administrative review by a development review committee shall be used to minimize the time frame for approval and building permits.

## 3. Specific Plan

The preparation and adoption of Specific Plans are permitted by California State Planning Law for any part of an area covered by a General Plan such as Colton's. The overall purpose of Specific Plans is to provide a link between the General Plan, with its city-wide policies, and the precise details of development inherent in zoning and subdivision ordinances.

Specific Plans bridge the gap between the broad focus of the General Plan and the narrow lot-by-lot focus of the Zoning Ordinance. In the case of South Colton, the land area South of I-10, Specific Plans are most useful in addressing the major land use problems and potentials faced by this critical and unique part of the City.

Specific Plans may contain the location and regulation of buildings and land uses; location and standards for transportation facilities; density, water supply and waste disposal; conservation and development of natural resources; the protection of open space; and other measures needed to insure the execution of the General Plan.

## Principles and Standards

### A. Residential

#### LAND USE ELEMENT



## Principles:

1. Concentrated residential development resulting in attractive neighborhoods should be promoted through the use of effective neighborhood design guidelines.
2. Urban recycling and infill to establish cohesive and complete neighborhoods is a fundamental community need.
3. A diversity of residential development types should be the determining factor by allowing adequate design flexibility.
4. Scales of economy and design efficiency in delivering public services should be the determining factor in cases where this is an issue.
5. Medium- and high-density residential developments next to large open spaces, open space systems and near major activities, such as shopping and employment centers, is critical to an efficient neighborhood design and long-term integrity of the residential environment.
6. Residential development in environmentally sensitive or hazardous areas should be generally avoided and only allowed when mitigating measures are taken to reduce the risk of occurrence or exposure.
7. Educational home improvement programs to involve citizens in residential neighborhood revitalization efforts should be an integral City function.

## Standards:

1. A target density shall be established which represents the highest allowable density unless a density bonus has been granted, in which case the density is not to exceed designated maximum densities.
2. The density for each residential category shall be as follows:

|                    | <u>Target Density*</u> | <u>Density Bonus<br/>Maximum<br/>Allowable Density*</u> |
|--------------------|------------------------|---|
| Residential Estate | N/A                    | 2 DU/AC   |
| Low-Density        | 5 DU/AC                | 8 DU/AC   |
| Medium-Density     | 10 DU/AC               | 15 DU/AC  |
| High-Density       | 15 DU/AC               | 21 DU/AC  |

**\*NOTE:** All densities for residential land uses are expressed in terms of "gross" acres. As used in the General Plan, gross acres means the number of acres in the parcel(s) of land proposed for development including all streets and public facilities to be constructed at the developer's expense.



3. A variety of residential development types and lot sizes shall be allowed in each category, provided the overall number of units per acre is not exceeded.
4. In areas designated Residential Estate, slope, soil stability, and other environmental factors shall be examined before allowing development and determining allowable density, not to exceed 2 dwelling units per acre.
5. Low-Density Residential shall be limited primarily to single-family dwellings on individual lots, although small lot and clustered development is permitted near density maximum. Common accessory uses, such as churches and similar uses are permitted.
6. Medium-Density Residential shall include multiple-family uses. The range of uses shall correspond with uses permitted under the City's present R-2 zoning district. Accessory uses, and other uses traditionally found in residential neighborhoods, would be permitted.
7. High-Density Residential shall include the entire range of residential development allowed in Colton under present planning policies. In addition, accessory uses and land uses such as churches and schools which are commonly found in residential neighborhoods would be permitted.

## B. Commercial

### Principles:

1. Future commercial development should reflect population growth needs of the community or be directed to regional market demands to prevent over saturation of the City's economic retail base.
2. Strip development commercial corridors stretched out over long roadway distances create inefficient uses of land which need to be improved and upgraded into cohesive land use entities.
3. Non-conforming land uses cause disruption to the cohesive land use environment and need to be improved or abated within a designated amortization period.
4. Well-designed, human-scaled commercial developments featuring an attractive and efficient pedestrian environment should be encouraged as they add to the responsiveness of commercial growth to localized needs.
5. The use of a "theme" in commercial areas, reflective of local characteristics and values should also be promoted.
6. Public transportation linkages between residential areas and major commercial corridors are necessary to make purchase opportunities available to all segments of the community.





Standards:

1. Commercial General Plan designations shall include the following categories:
  - a. Limited
  - b. General
  - c. Business Park
2. Commercial designations shall allow local flexibility in determining development types deemed necessary to establish a healthy and well-balanced commercial community.
3. Commercial areas shall include:
  - a. General commercial designations providing for a wide variety of commercial, office, and restaurant uses oriented toward retail trade in areas of intense commercial use, along major streets.
  - b. Limited commercial designations which serve the daily shopping needs of residents, usually within a one mile radius and are located throughout the community, generally on sites no larger than one to ten acres. Commercial uses which are primarily designed to serve the City as a whole, such as department stores, or variety stores, are not encouraged to locate in the neighborhood commercial centers.
4. Business park designations shall predominantly contain businesses that provide support services to industrial development. Although office, finance and administrative uses are also encouraged.

C. Industrial

Principles:

1. Industrial uses need to be located in areas compatible with surrounding uses such as adjacent to railroads and freeways.
2. The majority of future light-industrial developments should be in the form of attractive industrial parks, consistent with conventional design applications, and rehabilitation of older existing industrial sites needs to be encouraged with design incentives for landscaping and attractive building design finishes.
3. Light-industrial activities within established sections of Colton need to be limited in their effects on surrounding residential environments and should provide a buffer from heavy industrial activities.
4. The City should use specific plans for creating design flexibility and encouraging the development of attractive industrial parks.



5. The City should encourage labor intensive industrial uses to be linked with major public transportation routes serving the region in order to increase employment access to Colton facilities.

Standards:

1. Industrial General Plan designations shall include the following:
  - a. Industrial Park
  - b. Light Industrial
  - c. Heavy Industrial
2. Specific zoning standards for Light and Heavy Industrial activities shall be dictated by the City's M-1 and M-2 zones, respectively.
3. The minimum lot size for future light and heavy industrial development should be one-half acre with single tenant use incorporated into the lay-out and building design.
4. Multi-tenant industrial development should be concentrated in areas designated as Industrial Parks and developed on larger parcels.
5. Any individual industrial park shall have a minimum parcel size of five acres.
6. For industrial parks, a review and permit process similar to that used for Planned Community Design Review or Conditional Use Permit should be employed, with strict guidelines as to use, landscaping, and building design adopted for each parcel.
7. Areas designated for Industrial Park activities shall be specifically dictated by an Industrial-Park Zone in accordance with the General Plan. Such a zone:
  - a. Shall limit permitted uses to manufacturing activities which are considered light in nature, or uses for which it can be demonstrated that noise, fumes, vibration, or appearance approximates that commonly found in light industrial areas.
  - b. Could be administered by the granting of a Conditional Use Permit. Precise uses, landscaping, design, and circulation features for each project would be included as part of the permit.

D. Public Use

Principles:

1. Public improvements need to be implemented in a timely, efficient manner consistent with growth requirements and should be provided in part by future development, whenever possible.





Standards:

1. The Public Use designation shall include all major public and quasi-public uses within the Planning Area, including the Civic Center, fire stations, future hospitals, schools, cemeteries, large churches, and libraries.

E. Open Space

Principles:

1. A functional and adequate open space system should be provided which will protect recreational, agricultural, and other permanent open space uses.

Standards:

1. Public park space dedication or impact fees shall be required at the time of development unless similar public improvements are included as part of the project.
2. Common space amenities normally included as part of multi-family housing developments shall not be considered similar to public park improvements.

F. Special Uses

Principles:

1. Special use districts are needed to respond to highly specialized needs in the community and to create special localized investment opportunities that will stimulate further development City-Wide.
2. Attractive, efficient and quality developments should be attracted through the use of a Multi-Use District and Planned Community Development District.
3. Special use districts should provide unique incentives to encourage larger projects of a self-sustaining scale, achieve aesthetically pleasing designs, and improve the character of the existing environments.

Standards:

1. A special zoning designation should be established within the Multi-Use District to regulate land uses and development. The special zone will address the following:



- a. Establish a permitted land use listing allowing new commercial and residential growth and excluding industrial activities.
  - b. Require special discretionary review of all future land use activities, except single-family residential occupancy, by the Planning Commission in an effort to promote improvement of existing conditions and ensure a desired level of land use and design integrity with future activities.
  - c. Establish minimum improvements and standards, such as off-street parking, to be required on all properties based on the scale of operations and proposed development.
  - d. Permit existing uses to continue in their current state until the business expires or changes over.
  - e. Establish a floating residential density for future development which increases according to a prescribed minimum lot size, but does not exceed the maximum unit yield of the high density residential designation.
  - f. Identify development standards corresponding to similar land use and zoning designations in other sections of the community.
2. Until a special zoning designation is established, existing residential and commercial zones along the Mount Vernon Corridor area shall be consistent with the Multi-Use designation subject to discretionary review under the Planned Community (P-C) Zone. Future single-family residential Land Use shall be exempt from this requirement.
  3. In the Multi-Use District the desired or target site development size for future growth should be at least one-half acre for residential and commercial projects.
  4. Future land use activities in the Planned Community Development (PCD) District should be specifically dictated by development standards established in the Planned Community zone.
  5. Discretionary review of PCD activity should be required of all future development and include consideration of alternative design concepts for traditional land uses.
  6. Discretionary review of Specific Plan activity should be required of all future development and include consideration of alternative design concepts for traditional land uses.



## PLAN PROPOSALS

1. A density bonus program shall be established. Density bonuses in excess of the target density may be granted in order to 1) provide an inducement for the achievement of design excellence; 2) the provision of a high level of community amenities over and above minimums required in the Zoning Ordinance or elsewhere; 3) the provision of community facilities which are not otherwise required; or 4) the resolution of unique environmental problems. Target densities, where established, may be exceeded, given any or all of the following conditions:
  - a. A density bonus may be awarded to encourage the provision of amenities which are of a community-wide value. Such amenities may include the provision of, and full development of, public parks over and above those normally required pursuant to the General Plan; recreational facilities currently in short supply in the community; or additional open space.
  - b. A density bonus may also be awarded to encourage design and architectural excellence in any development proposed, or to overcome unique site design problems which cannot otherwise be solved.
  - c. In no case shall the awarding of density bonuses result in the maximum number of dwelling units allowed in the applicable density range being exceeded. These density bonus provisions shall not be construed as applying to any area not a part of a formal development application.
  - d. The density bonus provision may only apply to development applications filed subject to a Conditional Use Permit or a Planned Community Zone Requirement.
2. A Specific Plan Overlay Zone could be used to require conformance of any project within its boundaries to the provisions of a Specific or Precise Plan of Development which has been previously adopted or will be adopted in the future.
3. Specific Plan areas are identified in the updated General Plan for future preparation. When these plans are complete and adopted they will become a part of and a supplement to the General Plan. In the future, additional areas may require the focused attention afforded under a Specific Plan and could be identified and treated as the General Plan is further refined and continually updated.
4. A Planned Community Zone mechanism with a discretionary review and approval process should be created to regulate major developments in areas which are not currently built-up to their full capacity as designated in the General Plan. This process could be applied in areas which are currently vacant but developable, and in areas which are very sensitive and need the controls unique to this kind of program.





5. A set of priorities should be developed as part of the General Plan for future construction of public facilities and utilities. This set of priorities should be used by the City in establishing each year's Capital Improvements Plan and Budget by giving long-term guidance as to how the City's limited financial resources can be spent for improvements. The program could also identify which capital improvements are to be funded through developer contributions (e.g., parks), directly out of the City's General Fund or from other combinations of public and private funding sources.
6. In order to address current land use problems and capitalize on future opportunities for needed public improvements and desired growth, the community redevelopment agency should be utilized in creating a catalyst for overcoming existing barriers to the achievement of General Plan objectives. Inherent development, public-private participation and financing flexibility afforded under a redevelopment program should be used as an incentive for future growth and rehabilitation in undeveloped and established sections of the community. Currently the Colton Redevelopment Agency has three (3) areas under a redevelopment project designation or identified for future redevelopment assistance. These are 1) the Santa Ana River Industrial Area west of Hunts Lane; 2) the West End Industrial Project West of Hermosa Avenue and south of San Bernardino Avenue; and 3) the Mount Vernon Corridor extending eastward along Fairway Drive to the I-215 Freeway.

Within these areas the Redevelopment Agency has considerable ability to influence future growth, recycling of land use and rehabilitation through a variety of financing vehicles, development participation, design latitude and tax increment funding. Wherever appropriate and feasible, redevelopment should be utilized to achieve the objectives of the Land Use Element and other elements of the General Plan.

7. The City shall seek and utilize any available Federal funds and programs in implementing qualifying portions of the Land Use Element and other elements of the General Plan. This includes taking advantage of the "Enterprise Zone" designation to be granted along the Agua Mansa and Mount Vernon corridors in the near future.
8. A school development program shall be established helping to ensure proper planning for educational sites and facilities. Tools used in such a program may include the adoption of a City ordinance which would require developers to dedicate school facilities or fees for future development of classrooms.



### 3.0 CIRCULATION ELEMENT

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## CIRCULATION ELEMENT

### INTRODUCTION

The Circulation Element of the General Plan is a vital element in that it identifies the physical movement of people, automobiles, public transportation, goods, and services. The Circulation System includes freeways, major and secondary highways, collector and local streets, bikeways, railroads and airports.

Ideally, these should provide easy access in and out of the community to people's jobs, commercial areas, public and social service facilities and recreational areas. The Circulation System should not be domineering, but should complement and harmonize with other land uses, topography, community land marks and people's life styles. There should be a balance between community preservation and regional transportation demands.

Since 1955, Government Code Section 65302(b) has required a Circulation Element in all city and county General Plans, as follows:

"A Circulation Element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals and facilities, all correlated with the land use element of the plan."

The purpose of the Circulation Element is to designate a system of arterials which will provide adequate links within and between the proposed land environments and which will meet the transportation objectives of the City of Colton.

### ASSESSMENT

The Circulation Element must take into account the unique characteristics of Colton, and those opportunities and constraints created by existing uses, street and circulation barriers, increasing traffic flow in and out of the City, and travel patterns of the past.

The Circulation System of the City should provide efficient circulation and travel through the urban areas without the need for excessive street and highway construction or creating other transportation induced environmental problems. The Circulation Network should reduce the current environmental effects of automotive and truck traffic to an absolute minimum within the City. Consequently, a circulation and transportation system should be coordinated with the growth related goals of the community and should help build the City and the region, not merely transport people into it.



Circulation and land use are closely related. Historically, the location and design of the streets and highways contained in the Circulation System has had a major effect on physical settlement patterns, community cohesion, and has had a major impact on the natural environment.

Conversely, land use patterns have, in turn, dictated the type of transportation systems needed to serve an area. The Circulation and Land Use Elements of the General Plan are complementary and form the basis for a comprehensive and coordinated planning and implementation process. This process must be continually evaluated for its ability to foster the economic, social, and environmental well-being of the City of Colton.

The internal transportation system of Colton currently aims to achieve a reasonable balance for public and private transportation. Public transit loops currently connect all urbanized residential areas and major non-residential facility uses, and link up with regional transit routes and multi-modal systems such as car-pool facilities that connect the community with other cities. The current level of improvement along a number of roadways is below ultimate roadway design designated by the General Plan.

In new areas, special provision should be made for combined pedestrian and bicycle traffic among the different clusters of homes and other areas. Attention to small detail in the design of the cycleway and pedestrian pathway will affect the pleasantness, usefulness and safety of the system. In such new areas, it should be feasible to provide paths for cycling, connecting residential areas to industrial areas, secondary schools, town center and major open spaces and recreational areas.

The local Circulation Plan has a considerable effect upon the entire circulation function of the region, thus, it must be coordinated and integrated with the development of the regional transportation system. Without this connection, the plan would be meaningless.

The updated Circulation Element maintains the same road network system contained in the 1981 General Plan, except for the Special Scenic Drive roadway component. This circulation component has been eliminated in consideration of non-existent funding potential and actual industrial and commercial service functions provided along La Cadena Drive, respectively. The Circulation Element also reflects a realignment of Agua Mansa Road to tie in directly to Fogg Street.

Despite identified modifications to the previous element the 1986 Circulation Element identifies the location and ultimate function of roadway facilities. In addition, new facilities needed to complete the circulation network are identified. A capital improvement and development participation strategy can be formulated under the updated element to serve as a guide for future public improvements and construction phasing. The current and proposed hierarchy of streets and circulation network to be achieved can be identified under the updated circulation map with full consideration to land use activities. (See Exhibit A located in the map pocket which accompanies this document).





## road Network

### Highways

Major highway functions have been assigned to four City streets: two north-southbound and two east-westbound. The regional hub location of Colton and the impracticality of attempting to develop major bisecting cross-town routes has resulted in major highways along the north and west sides of the City. These four streets (Mill Street, Valley Boulevard west of Pepper Avenue, Pepper Avenue north of Valley Boulevard, and Riverside Avenue) constitute the major highway segment of the Circulation System. From a functional standpoint these streets provide both local land service and intercity traffic service. As such, the major highway elements are identified to be six-lane divided roadways with no curb parking.

### Major Streets

The street network in the City is laid out in a modified grid orientation. Major existing north-south streets include Rancho Avenue, Pepper Avenue and Colton Avenue, north of Interstate 10. Reche Canyon Road carries a considerable amount of traffic in the north-south direction, south of Interstate 10. Mt. Vernon Avenue and La Cadena Drive serve as major north-south surface routes extending north and south of Interstate 10. In the east-west direction, the major streets are Mill Street, Valley Boulevard east of Pepper Avenue, and Washington Street east of Mt. Vernon Avenue. Interstate 10 transverses the City in an east-west direction and interchanges with Interstate 215 at the east City limits. Both Pepper Avenue and Valley Boulevard are major travel corridors and serve the high density residential and business/office/professional uses on the west side of Colton and San Bernardino. Agua Mansa Road currently provides limited industrial service along the west bank of the Santa Ana River. However this road segment will be designated as a major highway to serve future growth along the Agua Mansa Industrial Corridor.

### Secondary Streets

Secondary streets complement the major highways and form the key intracity travel corridors. The secondary street system consists of Mt. Vernon Avenue, Rancho Avenue, Colton Avenue north of C Street, Fairway Drive east of Mt. Vernon Avenue, Valley Boulevard east of Pepper Avenue, Pepper Avenue south of Valley Boulevard, Glover Avenue west of Pepper Avenue, Santa Ana Avenue west of Pepper Avenue, and Barton Road.

From a functional standpoint, Colton's secondary streets rank alongside the major highways in importance, the principal difference being less emphasis on carrying intercity traffic and greater emphasis on adjacent land service.

The secondary streets provide traffic service to the CBD, the proposed high density residential and business park uses east of Mt. Vernon Avenue, the western industrial area north and south of the San Bernardino Freeway,





and the regional oriented commercial and high density residential uses in southeast Colton.

### Collector Streets

These streets provide traffic service to both high density and low density residential areas, commercial and business uses, as well as to the Civic Center and downtown.

The collector street system accumulates traffic from the local/neighborhood streets and carries it to the major highways and secondary streets. Local intracity traffic is also found on these streets. Collector streets are four-lane undivided streets with curb parking.

Collector streets utilized often are Citrus Street, Olive Street, C Street, Eucalyptus Avenue, Meridian Avenue, Pennsylvania Avenue, 8th Street and 10th Street. The 8th Street segment provides upgraded traffic service to the industrial area east of Pennsylvania Avenue.

South of the San Bernardino Freeway, in the Agua Mansa Neighborhood, "M" Street and Fogg Street act as collectors. "M" Street provides east-west traffic service between Rancho Avenue and Mt. Vernon Avenue. Fogg Streets provides traffic service to the medium-density residential uses which are faced toward Fogg Street rather than toward the Agua Mansa core area along La Cadena Drive.

Collector streets are also designated for Hunts Lane, and portions of Cooley Lane in a configuration which serves the multi-use area generally bounded by the Santa Ana River channel, the San Bernardino Freeway, Hunts Land and Washington Street.

### Hillside Collector Streets

The hillside collector street is intended for the La Loma Hills and Reche Canyon section of the City. This is a special type of street to carry two traffic lanes with limited and restricted curb parking. Traffic carrying capacity is maximized, while the overall impact of road construction on slopes/hillside cuts and fills are minimized by the two-lane character of the street.

### Traffic Volumes

The daily fluctuation of traffic is an important consideration when circulation and transportation policies are made. The evening peak volume is characteristically higher than other times of the day with the apex occurring at approximately 4:00 p.m. San Bernardino Valley College generates a peak condition near the school, which occurs between 6:00 p.m. and 7:00 p.m. due to the evening classes. This peak is very sharp and lasts for approximately 15 minutes. It is



most evident at the intersection of La Cadena Drive, Mt. Vernon Avenue, Grant Street and Citrus Street.

### Noise Volumes

The highest intensity of noise pollution exists along the freeways, railroad tracks and the major street corridors, coupled with noise generated from the impact of jet aircraft approaching Norton Air Force Base where decibel readings for a given occurrence range from 60 to over 80 decibels. Whereas, these decibel readings may reflect existing conditions, further increases in traffic volumes compounded by air traffic and train activity could present physiological, as well as psychologically damaging effects.

### Public Transportation

Transportation of people and goods in Colton is almost entirely dependent upon the automobile in one form or another. This complete dependence upon the private car for local transportation discriminates against those, who, because of youth, old age, low income, or physical disability, are unable to drive.

Public transportation in Colton is provided by OMNITRANS, which serves the cities and unincorporated areas of San Bernardino County. Planning for improved bus service and additional routes is an ongoing process at OMNITRANS. As West Colton continues to develop according to the General Plan, ridership studies and ultimately new or expanded transit service demand can be anticipated. (See Figure 3-1, Bus Route Map)

Colton is presently serviced by OMNITRANS along three routes:

- Route 1 - serves the downtown area of Colton;
- Route 2 - serves the north-east portion of the City; and
- Route 16 - serves the north-central area of the City.

Local transportation should be geared to provide not only service within the local area, but also provide connecting service to any future form of public transit. It is doubtful, due to Colton's relatively low density, that rapid transit will be located within the community but most assuredly, rapid transit will be available in nearby areas in the future. Provisions should be made to avail Colton's citizens of this service as need and desires dictate.

### Commercial Routes

Due to its location in the heart of the San Bernardino Valley, where main highways and railways meet and intersect, Colton utilizes three basic means of transportation within its General Plan area.

The railroads have always been indigenous to the export and import of material goods in the area. Southern Pacific, Union Pacific, and Santa Fe Railway run through the City, making it the "Hub" of inland Southern California.





Ontario International Airport, a part of the greater Los Angeles Airport System, is 20 minutes west of Colton. The airport provides direct passenger and air freight service to all parts of the United States and overseas.

Another major means of commercial transportation is the freeway system. Physically, the freeways provide good commercial routes into the warehousing and manufacturing locations within the area.

The use of surface streets for commercial transportation, either as a link between freeways and industrial or commercial sites or for the purpose of transportation to other local related facilities, presents a problem when vehicle trip destination routes pass through residential areas or utilize local collectors.

The majority of the daily north-south truck traffic from outside the City is funnelled through La Cadena Drive, placing a heavy transportation demand upon the residential areas adjacent to it and creating noise and vibration nuisances to the residents. Valley Boulevard carries the majority of the heavy truck traffic in the east-west direction. However, its close proximity to the freeway provides easy access and reduces its use as a major thoroughfare. Colton and Mt. Vernon Avenue also carry a large percentage of truck traffic.

In terms of the design load factor of those streets that are presently used as commercial routes, they may be over-used and traffic may be causing structural damage. Also, some commercial routes intrude into neighborhood residential areas and utilize local surface streets with inadequate movement or load design.

### Railroads

Colton is situated on the main lines of three trans-continental railroads: Santa Fe, Southern Pacific, and Union Pacific. The railroads have a 24-hour reciprocal switching. Southern Pacific's marshalling yard in Colton is the largest west of Chicago and is equipped with automated facilities. Southern Pacific Railroad has a 78-mile Colton to Palmdale cutoff to by-pass Los Angeles.

Virtually all of the railroad tracks intrude into residential neighborhood areas. This presents a traffic problem where there are no grade separated crossings, as well as a noise and vibrating nuisance for the residents. This also compounds the noise problem for the schools and parks located along these railroad tracks.

In terms of fire and police protection, the lack of grade separated crossings diminishes their efficiency by limiting access and increasing the response time to certain areas of the City.

### Bicycle Paths

The bicycle's popularity has grown at such a rate that its status as an insignificant mode of transportation is no longer valid. In some regions the bicycle



is beginning to play a transportation role that truly places it in competition with the automobile. The task of introducing a new element, a bicycle pathway system, must be strongly related to the existing form and conditions of the City. Thus, it is important to realize that the use of the ideal method of designating and developing provisions for the bicycle prior to a community's creation, is no longer possible in parts of Colton. Therefore, the constraints of existing conditions will weigh heavily in the final design of new circulation systems.

## THE POLICY PLAN

### General Objective

To develop a comprehensive circulation and transportation system to satisfy the travel needs and desires of all residents, and to stimulate the desired urban development, while reducing the problems of excessive flow and congestion.

### Principles and Standards

#### A. Circulation

##### Principles:

1. The circulation and transportation system should be promoted and utilized as a tool in developing planned land use patterns so as to minimize detrimental effects upon the residents of Colton.
2. An effective highway, street and transportation system capable of meeting existing and future development demands is necessary to maintain the integrity of Colton's circulation system.
3. Street widening programs should be promoted in order to coordinate their progress in advance of excessive traffic demands.
4. Future congestion, air and noise pollution reduction possibilities will be necessary for Colton's circulation and transportation environment.

##### Standards:

1. Make all transportation modes and facilities aesthetically pleasing and compatible with important features of the environment, particularly in hillside and riverbed areas.
2. Future road improvements provided by the capital improvement program or as a requirement of development should adhere to present standards established to better utilize the existing circulation network.



3. Streets, when developed should be designed and improved in harmony with adjacent development and to facilitate driver and passenger orientation.
4. Street Design standards, shown in Figures 3-2 and 3-3, are provided to assist in the overall future street development within Colton. Moreover, such standards are based on a functional system reflecting five categorical levels of traffic circulation activity.

- a. Freeways

Provide for high speed through traffic on continuous routes with full access control. Freeways connect points within the County and link the County to other areas of the State.

- b. Expressways

Provide for rapid through traffic on continuous routes which connect the cities and communities within the County with each other, with freeways and other expressways, and with communities in adjoining counties. Expressways provide a high degree of access control

- c. Arterials

Provide for mobility within the County and its cities, carrying through traffic on continuous routes and joining major traffic generators, freeways, expressways, and other arterials. Access to abutting property and intersecting local streets will generally be restricted.

- d. Collectors

Provide for internal traffic movement within communities and connect local roads to arterials and expressways. Direct access to abutting private property will generally be permitted.

- e. Local Roads

Provide direct access to abutting property and connect with collector roads, arterial roads, and expressways.

5. Design standards should be utilized as policy in the decision-making process at staff, Commission and Council levels.

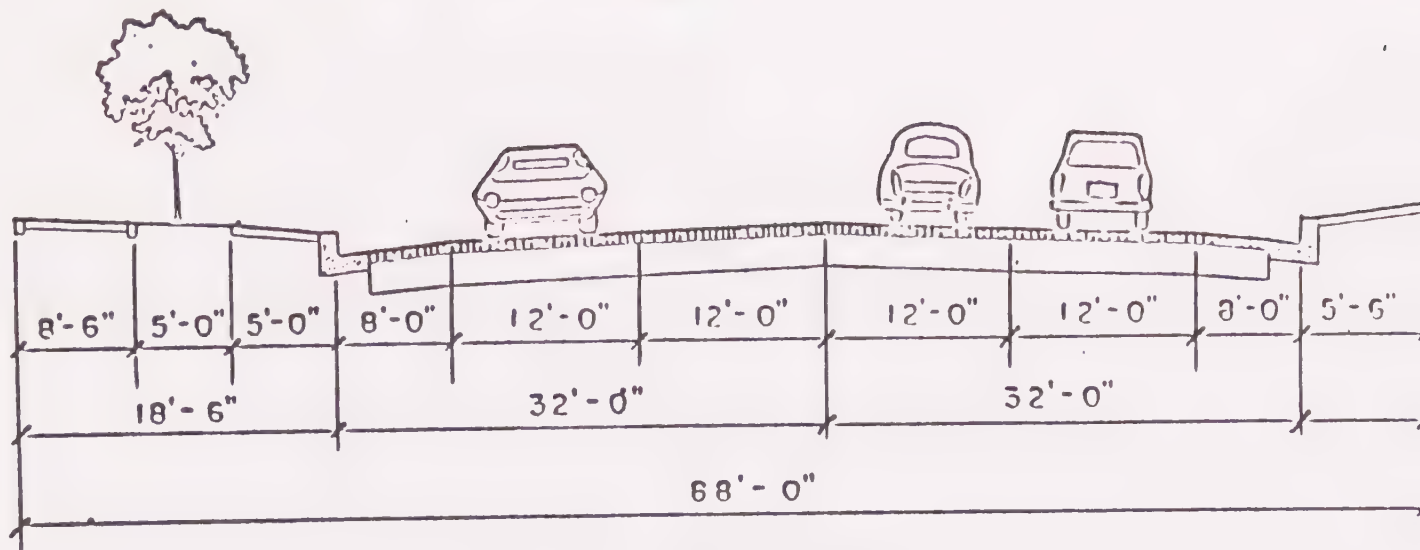
## B. Transportation

### Principles:

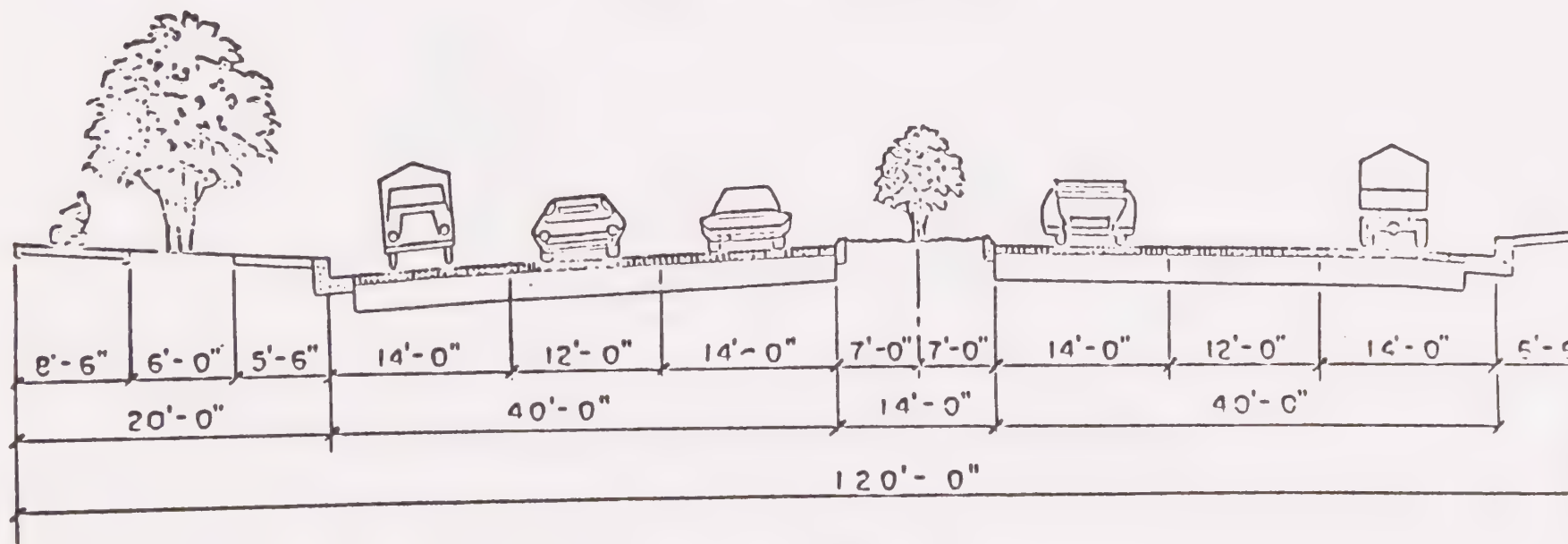
1. Transportation planning should be coordinated with region-wide and community goals and objectives.







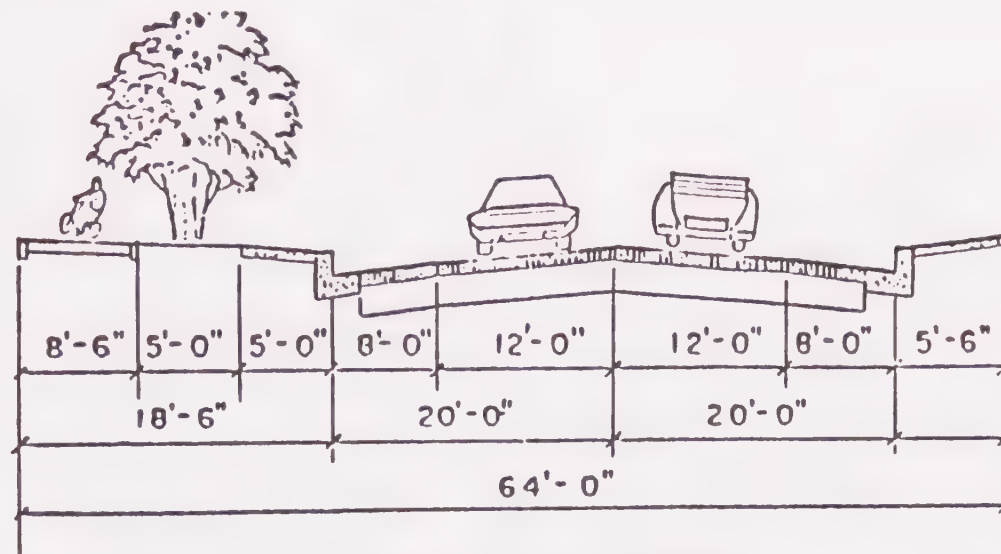
SECONDARY STREET



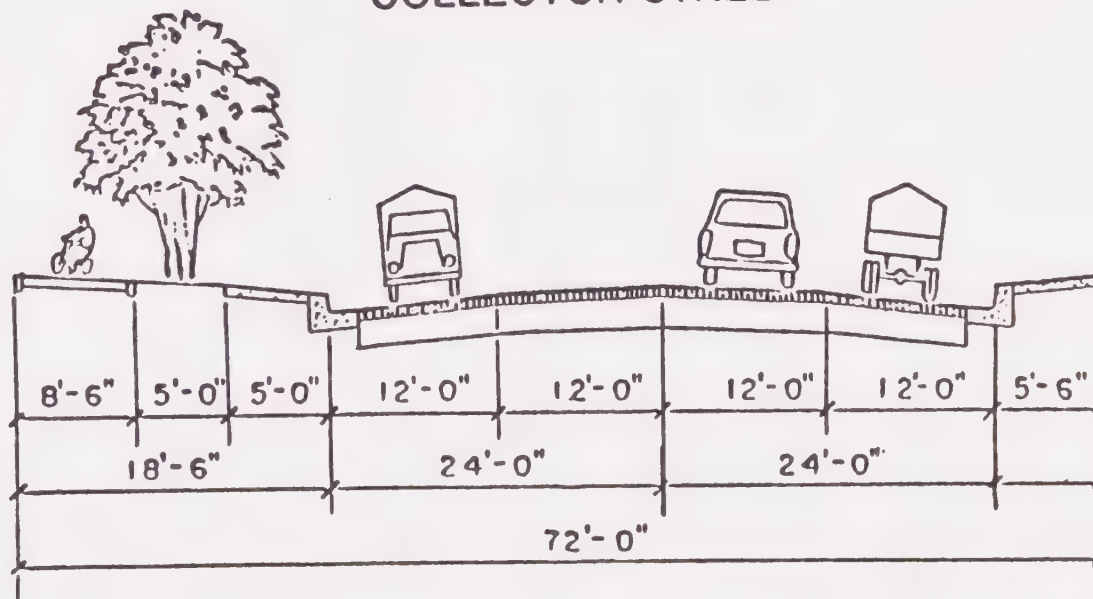
MAJOR STREET

FIGURE 3-2





COLLECTOR STREET



INDUSTRIAL STREET

FIGURE 3-3





2. An effective public transit system is fundamental to serve major centers of activity in the General Plan Area.
3. The reduction of air and noise pollution generation is needed to preserve environmental quality.
4. Parking facilities should adequately meet generation standards according to land use, be efficient, and aesthetically pleasing to meet immediate and future demands.

#### Standards:

1. Each transportation system should achieve environmental goals by optimizing accessibility and appropriate land use with lowest possible capital and operating expenditures.
2. An area-wide planning and decision-making process should be promoted, while establishing a workable method of integrating, controlling, administering, and operating all aspects of the movement systems.
3. Adequate, efficient and aesthetically pleasing parking facilities should be required to meet immediate and future demands.
4. Minimum disruption of homes, businesses, utilities, traffic, and human life, as caused by the construction and expansion of transportation facilities, should be ensured through sensitive planning and construction.
5. An overall identification and evaluation of existing environmental conditions and trends should be promoted to include the qualitative, as well as quantitative aspects of land-use, the demands made on all transportation and circulation facilities, a weighing of consumer preferences, and an appreciation of political, social, economic, and aesthetic constraints and opportunities
6. Engineering and technical capabilities of known and improving technologies may have consequences on the environment.

### PLAN PROPOSALS

#### A. Circulation

1. The General Plan Circulation Element must be viewed as a guideline for practical use. Until such time as traffic volumes begin to tax street capacity, there is no need to undertake a road-building program in the established sections of the City to conform to the General Plan. As individual properties are proposed for redevelopment, improvement, or zone change, the appropriate rights-of-way should be obtained.



In new, developing sections of the City, the General Plan Circulation requirements are produced as a part of the growth process and are part of the cost of development. However, in central, south central and east Colton, street rights-of-way are fixed by historic growth patterns.

In essence, it is not necessary to destroy or redo existing neighborhoods simply to implement the Circulation Element. What is needed is a property acquisition process, the establishment and build-up of a construction fund, and a common sense approach to the improvement program, leaving the individual property owner or resident unhindered. For example, acquired rights-of-way could be subject to revocable use by the City and encroachment by the property owner. This means that lawns could remain to beautify the area until such time as the right-of-way is actually needed for street construction.

Rather than build small, disconnected segments to the ultimate width called for in the Circulation Element, a self-perpetuating construction fund is proposed. This fund would accumulate fees sufficient enough to build the roadway improvements required of each property owner/developer. When it is advantageous to do so, the roadway improvements would be built. For example, when traffic levels reach a specified point, or when enough properties have become part of the fund to produce a meaningful construction project.

2. Promote adequate pedestrian safety devices, effective traffic controls and channelization, street lights that are adequate, and sign and speed deterrents where hazards might otherwise exist.
3. Develop a comprehensive plan for truck routes to relieve traffic congestion by trucks and reduce trucking noise.
4. Promote programs for railroad grade separation on major streets.
5. Promote a system of bicycle paths, hiking trails, and pedestrian paths to connect the major population centers of the City.

## B. Transportation

1. Study the feasibility of alternative means of public transportation. Various means of transportation should not be stifled, but encouraged to develop through cooperation and participation with public transit agencies.
2. The City should integrate any new systems and modes of transportation into a functional network with the following components:



- a. Regional mass transit system and supplementary systems;
  - b. Freeway and highway system;
  - c. Shopping; and
  - d. Specialized facilities.
3. Develop public systems which are dependable and ensure maximum safety as well as physical and psychological comfort to passengers at waiting points and during travel.
  4. Develop an accelerated improvement program of public transportation systems which will shift the dominance of the private automobile to mass transit.
  5. Develop a program of coordination and consolidation of regional mass transit efforts.
  6. Develop a comprehensive program of citizen participation to ensure that the policies and programs of the transportation plan reflect the values and objectives of a variety of citizens and assure the support for the Planning effort.
  7. Initiate and develop an education program to inform the residents of Colton of the problems and proposed solutions of the Transportation Plan.
  8. Promote the use of major truck terminals for maximum efficiency and to reduce the impact on other traffic.
  9. Provide administrative and public information support to transit systems as a means of supplementing regional mass transit efficiency and increasing mobility and ridership.





## 4.0 HOUSING ELEMENT

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## HOUSING ELEMENT

### INTRODUCTION

#### Purpose

This Colton Housing Element is intended to provide citizens and public officials with an understanding of the housing needs of the community and to set forth an integrated set of policies and programs aimed at the attainment of defined goals. To attain the State mandated goal of providing decent housing in a satisfying environment, the Housing Element also promotes closer coordination of housing policies and programs at local, state, and federal levels realizing that the attainment of housing goals depends upon the shared commitment of all levels of government.

#### Background

Each city in the State of California must have an approved general plan to guide its development activities. The plan must contain certain elements. The Housing Element became one of the required elements in 1969.

The legislation also defined HCD's role in the review of local housing elements. A major source of controversy during the late 1970's was the interpretation of the nature of the Housing Element Guidelines that HCD developed in 1977 and subsequent review comments by HCD. HCD interpreted the Guidelines as a mandate to which housing elements must comply. Local governments interpreted the Guidelines, and subsequent review comments by HCD, as advise to which local governments may, or may not, respond. Finally in 1980 State Law was passed which clearly defined HCD's role as advisory. However, significant portions of the Guidelines had been included in the law.

Local governments were allowed to pursue two options until October 1, 1981. One, they could submit elements in compliance with the HCD's Guidelines of 1977; or two, they could submit elements in compliance with the state law of 1980. However, all housing elements were to comply with the state law by July 1, 1984 (date by which all housing elements were to be revised). This document represents the City's latest effort to meet the state Housing Element requirement. As such, it also reflects HCD comments on the previous 1984 Draft Housing Element and recommendations for compliance with state law.

#### Element Requirements

State law passed in 1980 (AB 2853-Roos Bill) describes the requirements for housing elements, the need to include an assessment of Regional Housing Needs, the role of the California Department of Housing and Community Development (HCD) in the review of elements, and procedures and timing for the adoption of the Housing Element.



According to that law, the Housing Element must contain three parts: (1) an assessment of housing needs and an inventory of resources and constraints relevant to the meeting of those needs; (2) a statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing; and (3) a program which sets forth a five-year schedule of actions to implement the policies and achieve the goals and objectives of the Housing Element.

The first part (needs assessment) must include the City's share of the regional housing needs of persons at all income levels. The Southern California Association of Government (SCAG) has developed the Regional Housing Allocation Model (RHAM) which responds to the state requirements and has been approved by HCD. Currently the approved SCAG/RHAM projects housing need through 1988. However, present 1988 time frame does not meet the state guideline intent for a five (5) year projection of housing need from July 1, 1984. Therefore, the City has used the SCAG-82 Growth Forecast and accepted interpolation methods to determine total housing need through 1989.

#### Relation to Other Elements

The Housing Element is a basic policy document identifying present and future housing needs and establishing program and implementation policies which ensure a good faith effort to meet such need. Within the content of the General Plan, the Housing Element functions as an integral part of a comprehensive growth plan. For instance, projected housing need relates to residential land use acreages and policy which may be needed to accommodate Colton's fair share of households within all income levels who might live in the City if market conditions made a variety of housing choices available.

The extent to which the Housing Element is effective depends, therefore, upon the strength of the overall General Plan and what degree that plan is carefully followed. In Colton, the planning process has been strong enough to make long-range adjustments. This Housing Element adds further strength to the General Plan without impairing such flexibility. It also brings the community into alignment with state and national efforts to provide a "decent home and suitable living environment for every American family," through this statement of local commitment.

The following mandated General Plan elements have been closely correlated with the Housing Element:

Land Use  
Circulation  
Conservation

Noise  
Open Space  
Safety





## Information Sources

Data from the 1980 Federal Census has been relied upon as a primary information source for the Housing Element. To the extent possible, updated information related to actual housing units, housing ownership and rental costs, household income and other factors were used to determine the current housing conditions as of 1985.

## Review of State and Regional Housing Plans

California's Statewide Housing Plan, prepared in 1977, defines the five basic housing issues facing California:

1. Existing neighborhoods and housing should be conserved and improved.
2. The rising cost of new housing should be kept down.
3. Adequate housing for low and moderate income households should be found, and each jurisdiction should meet their appropriate share of regional housing demand.
4. Housing discrimination should be eliminated.
5. Housing information should be available for both developers and consumers.

The State Housing Plan recognizes several important guiding principles, among which is the belief that the private sector is, and should be, the major provider of housing. The government's role is to do what it can to make the private market responsive to the needs of all income, age, race and ethnic groups and to help private industry provide a wide variety of housing types, sizes and prices.

In 1980, Assembly Bill 2853 (Chaptered as Government Code Section 65580 et. seq.) was approved by the State Legislature. Its purpose was to amend and add to Title 7 of the Government Code. The new legislation requires counties and cities to prepare substantially more detailed housing elements.

The SCAG Regional Housing Element was last updated in 1980, following the State Housing Plan and AB 2853 legislative amendments, and formulates regional housing policy to achieve the State Plan intent. SCAG is presently formulating the 1985 Regional Housing Element Update which establishes the basis for future housing allocations throughout the region (RHAM) and serves as an advisory document for local housing element policy directed to meeting it's identified housing needs. Under the current draft, the following regional housing goals have been proposed, subject to areawide review and final adoption:

1. To provide a decent house for every household within the region at a price/rent that is within affordability standards.





TABLE 4-1

CITY OF COLTON, CALIFORNIA  
POPULATION INCREASES 1950-1985

| <u>Year</u> | <u>Population</u> | <u>Average Annual<br/>Rate of Increase</u> |
|-------------|-------------------|--|
| 1950        | 14,465            |  |
| 1960        | 18,884            | 3.1  |
| 1970        | 20,216            | .7   |
| 1975        | 18,700            | (1.5)                                      |
| 1980        | 21,310            | 2.8  |
| 1981        | 21,800            | 2.3  |
| 1982        | 22,100            | 1.4  |
| 1983        | 22,600            | 2.3  |
| 1984        | 23,450            | 3.8  |
| 1985        | 24,750*           | 5.5  |

SOURCE: United States Census 1950, 1960, 1970, and 1980  
State of California, Department of Finance  
annual population estimates for 1975; and 1981 through 1985.

NOTE: \* The 24,750 population figure is a preliminary estimate subject to final adjustments.



TABLE 4-2  
COMPARATIVE POPULATION TRENDS  
1970 - 1980

|                                | Population | Previous<br>10-Year Avg.<br>Annual Increase | % of<br>County | Population | 10-Year Avg.<br>Annual Increase | % of<br>County |
|--------------------------------|------------|---|----------------|------------|---------------------------------|----------------|
| City of Colton                 | 20,216     | 0.70%                                       | 2.95           | 21,310     | 0.54%                           | 2.38           |
| Surrounding Trade Area Region* | 68,827     | N/A   | 10.06          | 80,641     | 1.72%                           | 9.01           |
| County of San Bernardino       | 684,072    | N/A   | 100.00         | 895,016    | 3.08%                           | 100.00         |

NOTE: \*The Regional Trade Area is made of Census Tracts No. 36, 37, 39, 40, 44, 49, 50, 60, 66, 67, 68, 69, 70, 71 and 73 which encompasses all of the City of Colton, and portions of San Bernardino, Rialto, Grand Terrace, Loma Linda, and unincorporated County lands.

SOURCE: U.S. Census 1960, 1970 and 1980  
Urban Decision Systems, Inc.



## Households

Household formation and the relative need for additional housing units is projected to grow at a rate comparable to population increases. Between 1970 and 1980, the average household size for the City, surrounding trade area, and County declined steadily as shown on Table 4-3.

**TABLE 4-3**  
**HOUSEHOLD SIZE COMPARISONS**  
**1970 - 1980**

|                            | 1970                  |                          |                                 | 1980                  |                          |                                 |
|----------------------------|-----------------------|--------------------------|---------------------------------|-----------------------|--------------------------|---------------------------------|
|                            | <u>City of Colton</u> | <u>Trade Area Region</u> | <u>County of San Bernardino</u> | <u>City of Colton</u> | <u>Trade Area Region</u> | <u>County of San Bernardino</u> |
| Population                 | 20,216                | 68,827                   | 684,263                         | 21,310                | 80,641                   | 895,016                         |
| Households                 | 6,227                 | 21,975                   | 211,980                         | 7,398                 | 28,515                   | 308,643                         |
| Average Size of Households | 3.21                  | 3.08                     | 3.10                            | 2.87                  | 2.78                     | 2.82                            |

SOURCE: 1980 Census of General Population Characteristics  
Urban Decision Systems, Inc.

Over this period the average household size in Colton remained higher than the surrounding area or County. Moreover, since 1980, the State Department of Finance Estimates and SCAG projections indicate a rebound in the average household size to 2.94 persons per family by April of 1985. This is a reasonable determination in light of the wide variety in average household sizes among various racial groups within the City of Colton as shown on Table 4-4. Due to the large proportion of Spanish surname or Hispanic population existing and projected for Colton, household formation should hold steady or lag slightly behind the rate of expected population growth.





TABLE 4-4  
CITY OF COLTON 1980  
AVERAGE HOUSEHOLD SIZE BY RACE/ETHNICITY

|                        | <u>Total</u> | <u>Percentage<br/>of all<br/>Households</u> | <u>Average<br/>Household<br/>Size</u> |
|------------------------|--------------|---|---------------------------------------|
| Total Households       | 7,398        | 100.0%                                      | 2.87                                  |
| Spanish Origin:        |              |   |                                       |
| All Households         | 3,290        | 44.5%                                       | 3.56                                  |
| Not of Spanish Origin: |              |   |                                       |
| White                  | 3,825        | 51.7%                                       | 2.28                                  |
| Black                  | 173          | 2.3%  | 2.66                                  |
| Other                  | 110          | 1.5%  | 2.97                                  |

SOURCE: 1980 U. S. Census of General Population Characteristics

#### Employment

The City of Colton remains primarily a blue-collar community despite a shift in employment toward white collar occupations since 1970. During 1970 over 60 percent of the working population held down jobs as craftsmen, kindred workers, operators, laborers, service workers and/or farm workers. By 1980 this proportionate share of all occupations dropped to just under 55 percent of the workforce. In comparison, the occupational shift experienced in Colton has lagged behind similar trends in surrounding employment areas. While white-collar occupations in Colton have increased, this trend has occurred at a greater pace in the surrounding areas. For example, the County workforce now is made up primarily of white-collar occupations accounting for over 51 percent of all jobs, as shown in Table 4-5. The primary blue-collar occupations in Colton, which include craftsmen, kindred workers, and service workers made up over 46 percent of the workforce. For the comparative employment areas these occupation groups only made up between 39 percent and 42 percent of the workforce in 1980.

Future population growth of this City is influenced by the relative growth of employment opportunities for the broader economic sub-region of which Colton is a part. In the Riverside - San Bernardino - Ontario SMSA employment has grown steadily over the previous decade. Table 4-6 indicates a ten year growth in sub-regional employment opportunities of 62.6 percent. Similarly a breakdown of growing employment opportunities is also noted. In light, of continuing economic growth during the 1970's and resurging economic strength following the 1980-82 recession, future employment opportunities are expected to parallel or approach the previous ten year trend during the 1980's.



TABLE 4-5  
EMPLOYMENT OCCUPATION COMPARISONS  
1980

| Occupation                                  | City of Colton | Colton Trade Area Region | Riverside/ San Bernardino/ Ontario SMSA | County of San Bernardino |
|---|----------------|--------------------------|---|--------------------------|
| TOTAL EMPLOYED<br>16 Years and Over         | 8,108          | 31,873                   | 609,721                                 | 351,888                  |
| <u>WHITE COLLAR:</u>                        |                |                          |   |                          |
| Professional, Technical and Kindred Workers | 12.6%          | 17.7%                    | 13.8%                                   | 14.2%                    |
| Managers/Administrators                     | 6.3%           | 7.9%                     | 10.2%                                   | 10.0%                    |
| Sales Workers                               | 9.0%           | 9.1%                     | 11.4%                                   | 11.1%                    |
| Clerical and Kindred                        | 17.4%          | 16.6%                    | 16.0%                                   | 16.6%                    |
| TOTAL WHITE COLLAR                          | 45.3%          | 51.3%                    | 51.4%                                   | 51.9%                    |
| <u>BLUE COLLAR:</u>                         |                |                          |   |                          |
| Craftsmen, Foremen and Kindred Workers      | 15.2%          | 14.4%                    | 15.5%                                   | 15.6%                    |
| Operatives                                  | 16.3%          | 14.2%                    | 11.2%                                   | 12.0%                    |
| Laborers (except farm)                      | 6.3%           | 4.9%                     | 4.6%                                    | 4.6%                     |
| Farm Managers/Laborers                      | 1.7%           | 1.3%                     | 3.4%                                    | 2.2%                     |
| Services Workers                            | 15.2%          | 14.0%                    | 13.9%                                   | 13.7%                    |
| TOTAL BLUE COLLAR                           | 54.7%          | 48.7%                    | 48.6%                                   | 48.1%                    |
| Average Number of Workers per Household     | 1.09           | 1.11                     | 1.10                                    | 1.13                     |

SOURCE: 1980 U.S. Census of General Social and Economic Characteristics



TABLE 4-6

EMPLOYMENT BY INDUSTRY  
RIVERSIDE - SAN BERNARDINO - ONTARIO SMSA  
1970 - 1980

| Industry  | 1970     |              | 1980     |              | 1970 - 1980                             |                                     |
|---|----------|--------------|----------|--------------|---|-------------------------------------|
|   | Total    | Percentage   | Total    | Percentage   | Change in                               | Percentage of                       |
|   | Employed | Distribution | Employed | Distribution | Percentage<br>Distribution<br>1970-1980 | Employment<br>Increase<br>1970-1980 |
| Total Employed 16 Years<br>and Over             | 375,023  | 100.0        | 609,721  | 100.0        | ---                                     | 62.6%                               |
| Agriculture, Forestries<br>and Fisheries        | 18,359   | 4.9          | 22,101   | 3.6          | -1.3%                                   | 20.4%                               |
| Mining  | 2,639    | 0.7          | 2,478    | 0.4          | -0.3%                                   | - 6.1%                              |
| Construction                                    | 25,350   | 6.8          | 49,725   | 8.2          | +0.4%                                   | 96.2%                               |
| Manufacturing                                   | 66,600   | 17.8         | 103,291  | 16.9         | +0.7%                                   | 55.1%                               |
| Transportation, Communications<br>and Utilities | 26,543   | 7.1          | 47,370   | 7.8          | +0.7%                                   | 78.5%                               |
| Wholesale Trade                                 | 12,708   | 3.4          | 21,380   | 3.5          | +0.1%                                   | 68.2%                               |
| Retail Trade                                    | 68,322   | 18.2         | 109,045  | 17.9         | -0.3%                                   | 59.6%                               |
| Professional                                    | 53,215   | 14.2         | 81,497   | 13.4         | -0.8%                                   | 53.2%                               |
| Services  | 65,636   | 17.5         | 119,086  | 19.5         | +2.0%                                   | 81.4%                               |
| Education                                       | 35,651   | 9.5          | 53,748   | 8.8          | -0.7%                                   | 50.8%                               |

SOURCE: 1970 and 1980 U.S. Census of General Social and Economic Characteristics.





## Housing Stock Characteristics

### Housing Type

The housing stock in Colton is comprised mainly of single-family detached units. In 1970 a total of 6,536 dwelling units existed with single-family structures totaling over 80 percent of the City inventory. By 1980, the overall housing stock had increased by 27 percent or 1,768 units for a total of 8,304 dwelling units. However, 1980 single-family dwellings made up only 65.4 percent of the total housing stock (see Table 4-7). The trend over the decade of the 1970s was toward a more rapid increase in multiple family and mobile home development than in single-family development. For instance, between 1970 and 1980, the number of multiple family units increased by 1,212 units while only 1,982 single-family units were added to the housing stock. This is not unusual, given the rapid rise in land, development and construction costs during the 1970s. It is likely that a similar trend will continue into the future, given current market pressures.

### Tenure

In 1980, 4,451 or about 60 percent of all occupied housing units were owner occupied. The greatest concentrations of homeowners resided in single-family units (74.5 percent of all such units) and mobile homes (79.2 percent of all such units). In contrast, owner occupants resided in only 28.1 percent of all multi-family developments with the five (5) or more attached units (see Table 4-8).

In 1980, renter occupied units made up 2,947 or about 40 percent of all occupied housing units. The greatest concentrations of renters resided in small 3 to 4 unit apartments (91.7 percent of all such units), multi-family developments with five or more units (81.9 percent of all such units), duplexes and attached single-family units such as zero lot line structures. 1980 renter concentrations accounted for over half (54 percent) of all renter households City-wide and occupied about one-fifth of all occupied housing units.

The length of Tenure for both owner and renter occupied housing is shown on Table 4-9. Within Colton, over half or 52.6 percent of all owner occupants have resided in their same homes since prior to 1970. Notably this was a period when housing costs were considerably less and mortgage interest rates generally were set at an 8 percent APR or lower.

In contrast, nearly half or 48.1 percent of all renter households had occupied their homes for 18 months or less. This proportion of short term rental tenure indicates a sizeable percentage of renter household were paying conventional rates during 1980. Similarly, a equally large proportion of renter households expectedly were paying contract rents which lagged slightly behind market rents due to the length of tenure.



## Age

The age of housing in the City is an important characteristic of supply because it indicates the relative condition of housing. Many federal and state programs use age of housing to determine housing needs and the availability of funds for housing and/or community development. For those purposes, the most significant measure of the age of housing is the number of units built before 1940. In 1980, 1,512 units or 16.3 percent of the housing stock was built prior to 1940. In effect, about one-sixth of the current housing stock is 45 years or older (see Table 4-10). Within this age range the need for maintenance and/or significant rehabilitation improvements is greatly increased due to normal deterioration. Normally the design life for major components of an average quality housing structures range from twenty to thirty years for such items as roofing, plumbing, landscaping, paving and electrical. In 1980, 38.2 percent or 3,547 units were between 25 and 45 years of age. The replacement or major refurbishment of such components within the above time-frame normally should be undertaken in order to maintain a decent and safe place to live. In contrast, housing units less than 20 years of age are not as likely to require major rehabilitation improvements. Within Colton today 2,821 or 30.3 percent of the existing housing stock is less than 15 years old.

Although the 1980 Census did not include statistics on housing condition based upon observation, it did include statistics that correlate very closely with sub-standard housing. One of these indicators has been discussed (age of housing). This indicator is often combined with other factors to indirectly measure housing condition. Table 4-11 identifies a number of factors characteristic of existing conditions. Most notable is overcrowding in over 10 percent of all occupied housing units during 1980. Estimates of rehabilitation needs provided by the Southern California Association of Governments in 1978 indicate that about 2,000 units, or 23 percent of the total housing stock, is in need of some kind of rehabilitation.

**TABLE 4-7**

### CHANGES IN HOUSING TYPE COLTON

| HOUSING TYPE           | 1970  | (Percent) | 1980  | (Percent) |
|------------------------|-------|-----------|-------|-----------|
| Single-family Detached | 5,252 | 80.4      | 5,434 | 65.4      |
| Single-family Attached | 246   | 3.7       | 300   | 3.6       |
| Duplex                 | 240   | 3.7       | 217   | 2.6       |
| 3 to 4 Units           | 241   | 3.7       | 407   | 4.9       |
| 5 or More              | 524   | 8.0       | 1,595 | 19.2      |
| Mobile homes           | 33    | 0.5       | 354   | 4.3       |
| TOTAL                  | 6,536 | 100.0     | 8,304 | 100.0     |

**SOURCE:** U. S. Bureau of Census, 1970 and 1980



TABLE 4-8  
CITY OF COLTON  
OCCUPIED HOUSING TYPE AND TENURE - 1980

| Unit Type              | Owner<br>Occupied | Percentage  | Renter<br>Occupied | Percentage  |
|------------------------|-------------------|-------------|--------------------|-------------|
| Single-family Detached | 3,785             | 74.5        | 2,297              | 25.5        |
| Single-family Attached | 114               | 38.9        | 179                | 61.1        |
| Duplex                 | 51                | 23.8        | 163                | 76.2        |
| 3 to 4 Units           | 27                | 8.3         | 300                | 91.7        |
| 5 or More              | 207               | 28.1        | 938                | 81.9        |
| Mobile homes           | <u>267</u>        | <u>79.2</u> | <u>70</u>          | <u>20.8</u> |
| Total Occupied Units   | 4,451             | 60.2        | 2,947              | 39.8        |

SOURCE: U. S. Bureau of Census, 1980

TABLE 4-9  
CITY OF COLTON  
LENGTH OF CURRENT TENURE - 1980

| <u>Year Householder<br/>Moved into Unit</u> | <u>Owner<br/>Household</u> | <u>Percentage</u> | <u>Renter<br/>Household</u> | <u>Percentage</u> |
|---|----------------------------|-------------------|-----------------------------|-------------------|
| 1979 - March 1980                           | 447                        | 10.0              | 1,418                       | 48.1              |
| 1975 - 1985                                 | 1,062                      | 23.9              | 1,041                       | 35.3              |
| 1960 - 1964                                 | 601                        | 13.5              | 250                         | 8.5               |
| 1960 - 1969                                 | 1,025                      | 23.0              | 156                         | 5.3               |
| 1959 and earlier                            | <u>1,316</u>               | <u>29.6</u>       | <u>82</u>                   | <u>2.8</u>        |
| Total                                       | 4,451                      | 100.0             | 2,947                       | 100.0             |

SOURCE: U. S. Census of Detailed Housing Characteristics, 1980





TABLE 4-10  
AGE OF THE HOUSING STOCK  
COLTON

| <u>YEAR BUILT</u>         | <u>UNITS</u> | <u>PERCENTAGE</u> |
|---------------------------|--------------|-------------------|
| Before 1940               | 1,512        | 16.3%             |
| 1940 - 1949               | 1,608        | 17.3%             |
| 1950 - 1959               | 1,939        | 20.9%             |
| 1960 - 1969               | 1,412        | 15.2%             |
| 1970 - 1978               | 1,081        | 11.6%             |
| 1979 - March 1980         | 752          | 8.1%              |
| March 1980 - January 1985 | <u>988</u>   | <u>10.6%</u>      |
| TOTAL                     | 9,292        | 100.0%            |

SOURCE: U. S. Bureau of Census, 1980  
 State Department of Finance



TABLE 4-11  
CITY OF COLTON  
HOUSING CONDITION CHARACTERISTICS  
1980

| Housing Condition  | Total<br>Occupied<br>Units (7398) | % of<br>Occupied<br>Units | Total<br>Housing<br>Stock (8304) | % of<br>Housing<br>Stock |
|--|-----------------------------------|---------------------------|----------------------------------|--------------------------|
| Completly lacking<br>heating facilities                      | 54                                | .7%                       | 84                               | 1.0%                     |
| Lacking complete<br>kitchen facilities                       | --                                | --                        | 294                              | 3.5%                     |
| Lacking air<br>conditioning                                  | --                                | --                        | 2,736                            | 32.9%                    |
| Without telephone  | --                                | --                        | 678                              | 8.2%                     |
| No bathroom or<br>only a half bath                           | --                                | --                        | 87                               | 1.1%                     |
| Lacking complete<br>plumbing facilities<br>for exclusive use | 40                                | .5%                       | 45                               | .5%                      |
| Overcrowded units<br>(more than 1.1<br>persons per room)     | 761                               | 10.3%                     | --                               | --                       |

SOURCE: U. S. Census of Detailed Housing Characteristics, 1980.



## Housing Affordability

Housing affordability indicates the required outlay of income for housing relative to household or family income. The required cost for owning or renting a dwelling is determined by the availability, selection and price of housing in the market place. The relationship between cost and income provides a benchmark for determining future housing needs, as projected by the SCAG/RHAM.

In Colton the 1980 median household income was \$14,293 or approximately 82 percent the County median income level of \$17,463. The median income level for owner households in Colton was significantly greater than renter households. Owner households had a median income level of \$17,969 or 103 percent of the County median while renter household median income was only \$10,267 or 59 percent of the County median income level.

The distribution of very-low to upper income households is determined based upon the median income level of the region or County. The following household income classification is used to determine income distribution within Colton and the County:

| Income Classification | Income as Percentage of Regional Median | 1970               | 1980                |
|-----------------------|---|--------------------|---------------------|
| Very Low              | Less than 50%                           | below \$ 4,720     | below - \$ 8,732    |
| Low                   | Between 51% and 80%                     | \$4,770 - \$ 7,551 | \$ 8,732 - \$13,970 |
| Moderate              | Between 81% and 120%                    | \$7,551 - \$11,327 | \$13,970 - \$20,956 |
| Upper                 | Over 120%                               | above - \$11,327   | above - \$20,956    |

Table 4-12 provides a comparison of income distribution during 1970 and 1980. The income trend between 1970 and 1980 indicates an increase in the proportion of upper income, low and very-low income household, with the share of poverty level households significantly decreasing since 1970.

The cost of housing appears to be less in Colton than the San Bernardino County region as a whole. During 1980 the median home value in Colton was \$42,900 versus \$63,000 for the overall region. Similarly the median asking price for new homes in Colton was \$65,600 versus \$70,900 for the County during 1980. The median contract rent in Colton was \$182 versus \$221 for the County overall. The 1980 median gross rental cost in Colton including the cost of utilities was \$224.

Based upon a 30-year mortgage term set at a fixed interest rate of 14% during 1980, a household/family would need to earn between \$20,000 and \$25,000 annually in order to afford the median value home in Colton. However, the current asking price for new homes in Colton during 1980 was \$65,600. A household/family would have to earn between \$32,000 and \$37,500 annually in order to keep the cost of a new conventionally priced home within a affordable range (25 to 30 percent of the annual income). The median homeowner income within Colton was only \$17,969. This means that most households currently living in Colton could not afford to purchase the home in which they are living if they were purchasing for the first time in today's market.





TABLE 4-12  
FAMILY/HOUSEHOLD INCOME  
1970 - 1980  
COLTON

| INCOME               | 1970     | %    | 1980      | %    |
|----------------------|----------|------|-----------|------|
| Regional Median      | \$ 9,439 |      | \$ 17,463 |      |
| Colton Median        | \$ 8,369 |      | \$ 14,293 |      |
| Families/Households: |          |      |           |      |
| Very Low Income      | 1,285    | 25.8 | 2,119     | 28.5 |
| Low Income           | 893      | 18.0 | 1,510     | 20.3 |
| Moderate Income      | 1,419    | 28.5 | 2,555     | 20.9 |
| Upper Income         | 1,378    | 27.7 | 2,250     | 30.3 |
| Families/Households: |          |      |           |      |
| Below Poverty        | 1,128    | 22.7 | 949       | 12.7 |

SOURCE: U. S. Bureau of Census, 1970 and 1980.  
1970 figures are family income, while 1980 figures refer to household income.

This situation is mitigated by several factors. First, most homeowners live in homes purchased at a much lower cost several years ago, thus paying much less each month for housing than the first-time buyer in today's market. Second, many people purchase homes with a down payment between 5 percent and 20 percent of the house value or use some form of specialized financing which helps to reduce the monthly cost of ownership.

Based on the median gross rent of \$224 per month, a renter household/family would have to earn between \$9,000 and 10,800 annually to keep total housing costs within a affordable range. This required income range compares favorably against a median renter household income of \$10,267 annually. A household/family earning the City median income level of \$14,293 could afford a gross monthly rental rate of \$357. In 1980, 48 percent of all occupied rental units had a gross rental cost of \$244 or less and 87 percent had a gross rental cost of \$357 or less.

Table 4-13 identifies housing expenditures by owner and renter households at all income levels. The actual household totals will not equal the total households within each income classification as information on households paying no cash



TABLE 4-13

HOUSING EXPENDITURES  
AS PERCENTAGE OF INCOME  
1980 COLTON

| INCOME/COST                              | RENTERS    |      | OWNERS     |      |
|--|------------|------|------------|------|
|  | Households | %    | Households | %    |
| Very Low Income<br>(Less than \$8,732)   |            |      |            |      |
| Spent Less than 25.0%                    | 237        | 19.6 | 366        | 53.3 |
| Spent 25.0 - 34.0%                       | 130        | 10.8 | 123        | 17.9 |
| Spent 35.0% or more                      | 741        | 61.3 | 152        | 22.2 |
| Low Income<br>(\$8,732 - \$13,970)       |            |      |            |      |
| Spent Less than 25.0%                    | 337        | 49.8 | 505        | 75.5 |
| Spent 25.0 - 34.0%                       | 212        | 31.3 | 76         | 11.4 |
| Spent 35.0% or more                      | 118        | 17.4 | 87         | 13.0 |
| Moderate Income<br>(\$13,970 - \$20,956) |            |      |            |      |
| Spent less than 25.0%                    | 404        | 76.4 | 705        | 87.4 |
| Spent 25.0 - 34.0%                       | 94         | 18.0 | 70         | 8.7  |
| Spent 35.0% or more                      | 21         | 4.0  | 32         | 4.1  |
| Upper Income<br>(\$20,956 or more)       |            |      |            |      |
| Spent less than 25.0%                    | 386        | 90.6 | 1,317      | 89.6 |
| Spent 25.0 - 34.0%                       | 11         | 2.6  | 128        | 8.7  |
| Spent 35.0% or more                      | 0          | 0    | 25         | 1.7  |

SOURCE: U. S. Bureau of Census, 1980

NOTE: The columns do not sum to the total number of households because those who did not pay cash rent are not included, nor are condominium owners.



rents and condominium owners was not included. These two categories total 3.3 percent of households during 1980, therefore the housing expenditure determination is a reasonably accurate measure of housing affordability within Colton.

Based on the 1980 Census data for housing expenditures, 438 or 33.5 percent of all lower income non-condominium homeowner households are "overpaying". That is, these lower income households are spending over 25 percent of their income for shelter. Recently, the affordable income expenditure level for housing was raised to 30 percent of a households annual income in light of actual payment levels considered acceptable by households, financial institutions and federal assistance programs. However, 1980 housing expenditure data reflects the previous affordability index of 25 percent. Finally, a total of 1,201 or 67.7 percent of all lower-income renter households were overpaying for living shelter.

For the City of Colton as a whole, there appears to be some overpayment for housing despite significantly lower housing values and gross rents than otherwise exist in the surrounding market region. The City recognizes a need to provide an equal balance of all housing types and quality. Historically, the greatest lower income housing opportunities have existed in Colton when compared to the surrounding area. The City recognizes its unique role and is committed to preserving the existing supply of such housing units, utilizing state and federal government resources to increase lower-income housing opportunities, while striving for a balance within the total housing stock through localized efforts and resources.

### Regional Housing Need Allocation

Under state law each incorporated City is required to analyze existing and projected housing needs and develop an implementation program contributing to the attainment of the state housing goals. In addition, the projected housing need must include a locality's share of regional housing needs. The regional housing determination must be made by the appropriate Council of Government but may be revised by the local government if the revision can be supported by available data and accepted planning methodologies.

The SCAG Regional Housing Allocation Model (RHAM) of 1983, determined existing and projected housing needs for the City of Colton as a share of the regional housing need. According to SCAG/RHAM-83 (see Table 4-14) 2,764 additional housing units should be provided by 1988 to meet projected need. The projected need equates to an average of 553 housing units annually in order to provide enough housing for future households at all income levels.

SCAG developed such estimates for all communities in the region as required by Section 65584 of the Government Code. SCAG has also authorized procedures for updating SCAG/RHAM-83 allocations to 1989. This update procedure enables local governments to prepare housing elements consistent with AB 3618 requirements for a second update by July 1, 1989. The City of Colton will utilize the initial housing needs projection of SCAG/RHAM-83 and authorized updating procedures to determine Colton's project need for housing through 1989.





TABLE 4-14

SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS  
REGIONAL HOUSING ALLOCATION MODELRHAM TABLE FOR: COLTON  
COUNTY: SAN BERNARDINODATA CURRENT AS OF: 05/07/84  
REPORT WRITTEN: 11/28/84

## RHAM SUMMARY TABLE

## PART I CURRENT NEEDS AND GENERAL INFORMATION (01/01/83)

|  |       |
|--|-------|
| (1) TOTAL HOUSEHOLDS                   | 7,763 |
| (2) TOTAL HOUSING UNITS                | 8,738 |
| (3) UNOCCUPIED UNITS (LINE 2 - LINE 1) | 975   |

|  |       | -----TOTAL----- |     | -----OWNERS----- |     | -----RENTERS----- |     |
|--|-------|-----------------|-----|------------------|-----|-------------------|-----|
|  |       | VERY LOW        | LOW | VERY LOW         | LOW | VERY LOW          | LOW |
| (4) HOUSEHOLDS IN NEED (LOWER INCOME HOUSEHOLDS PAYING OVER 30% OF INCOME FOR HOUSING, FROM 1980 CENSUS) | 1,278 | 816             | 460 | 158              | 131 | 657               | 330 |

## PART II FUTURE NEEDS (01/01/83 TO 01/01/88)

|  | TOTAL              | VERY LOW<br>(0%-50%) | LOW<br>(50%-80%) | MODERATE<br>(80%-120%) | UPPER<br>(OVER 120%) |
|--|--------------------|----------------------|------------------|------------------------|----------------------|
| (1) 1988 HOUSEHOLDS (PER SCAG-82)  | 10,717             |                      |                  |                        |                      |
| (2) 1983 HOUSEHOLDS  | 7,763              |                      |                  |                        |                      |
| (3) 5-YEAR GROWTH IN HOUSEHOLDS (LINE 1 - LINE 2)  | 2,954              |                      |                  |                        |                      |
| (4) 1988 MARKET VACANCY GOAL (FROM APPENDIX TABLE I)   | 356                |                      |                  |                        |                      |
| (5) 1983 MARKET VACANCIES  | 582                |                      |                  |                        |                      |
| (6) VACANCY SURPLUS OR DEFICIT (LINE 4 - LINE 5)   | -226               |                      |                  |                        |                      |
| (7) 1983-88 EXPECTED UNITS LOST FROM STOCK   | 37                 |                      |                  |                        |                      |
| (8) FUTURE HOUSING UNIT NEEDS, FOR ALL INCOME GROUPS, ADJUSTED TO AVOID IMPACTION, FROM APPENDIX TABLE III (LINES 3+6+7=8)   | 2,764<br>(100.00%) | 549<br>(19.88%)      | 754<br>(27.26%)  | 552<br>(19.95%)        | 910<br>(32.91%)      |
| (9) SPECIAL INCOME GROUP NEED FOR HIGH COST AREAS (NUMBER OF HOUSEHOLDS WITH ANNUAL INCOMES OVER \$17,153 (120% OF MEDIAN FOR JURISDICTION), BUT BELOW \$14,673 NEEDED TO PURCHASE MEDIAN-PRICED HOME AT \$42,800. | 0                  |                      |                  |                        |                      |

|  | OWNER % | RENTER % | S.F. % | M.F. % |
|--|---------|----------|--------|--------|
| (10) TENURE AND BUILDING TYPE SPLITS OF 1988 HOUSING STOCK | 59.28   | 40.72    | 76.91  | 23.09  |

FUTURE HOUSING UNITS ELIGIBLE FOR ASSISTANCE



Table 4-15 summarizes the 1983 existing housing need determination by the SCAG/RHAM-83 and the future housing need through 1989. Colton's projected housing need of 3,383 units reflects the additional housing units needed for all household income levels over a six-year period (1983-1989). The projected need translates to 564 units annually. Similarly, housing needs among various household income groups were determined by SCAG/RHAM for 1983 and have been determined for future housing needs in order to achieve "impaction avoidance". The impaction avoidance distribution is similar to the "fair-share allocation" of the 1979 SCAG/RHAM.

TABLE 4-15  
CITY OF COLTON  
PROJECTED HOUSING NEEDS  
1983 - 1989

Existing Need 1983

|                               |       |                   |
|-------------------------------|-------|-------------------|
| Total Households              | 7,763 |                   |
| Total Housing Units           | 8,738 |                   |
| Unoccupied Housing Units      | 975   |                   |
| Existing Housing Need - Total | 7,763 | 100.0             |
| Very - Low                    | 1,622 | 20.9 <sup>a</sup> |
| Low                           | 2,212 | 28.5 <sup>a</sup> |
| Moderate                      | 1,576 | 20.3 <sup>a</sup> |
| Upper                         | 2,353 | 30.3 <sup>a</sup> |

Future Need 1984 - 1989

|                             |        |                    |
|-----------------------------|--------|--------------------|
| Total Household             | 11,146 |                    |
| Total Housing Units         | 11,520 |                    |
| Unoccupied Housing Units    | 374    |                    |
| 6-Year Housing Need - Total | 3,383  | 100.00             |
| Very - Low                  | 671    | 19.84 <sup>b</sup> |
| Low                         | 922    | 27.25 <sup>b</sup> |
| Moderate                    | 675    | 19.95 <sup>b</sup> |
| Upper                       | 1,115  | 32.96 <sup>b</sup> |

SOURCE: SCAG/RHAM-83  
Community Systems Associates, Inc.

NOTE: a. Household income distribution based on actual 1980 Census Data as used by SCAG.  
b. Future need determination based on SCAG formula to avoid impaction.



The State Housing Plan and SCAG recognize that there exist inherent economic, housing, physical, financing and program limitations which can prevent local municipalities from satisfying their entire housing needs. Nor should local governments be solely responsible for providing housing opportunities at all income levels by taking on costly programs for which funding is not available. Therefore, a reasonable effort or merit index of 2.5 percent of the total need has been used to encourage the formulation of local programs and policies directed to housing. A reasonable effort of attaining the total 1989 housing need for Colton is shown on Table 4-16. As shown, approximately 280 housing units a year would demonstrate a reasonable effort towards achieving Colton's allocation of regional housing need.

TABLE 4-16

CITY OF COLTON  
REASONABLE ATTAINMENT OF DETERMINED  
HOUSING NEED 1983 - 1989

1983 Total Households - 7,763  
1989 Total Households - 11,146

Housing need evaluation:

| Households | <u>Projected Housing Needs</u> |                              | <u>Reasonable Attainment</u>            |                                    |
|------------|--------------------------------|------------------------------|---|------------------------------------|
|            | <u>Total Need</u><br>1989      | <u>6-Year</u><br><u>Need</u> | <u>Avg. Annual</u><br><u>Attainment</u> | <u>6-Year</u><br><u>Attainment</u> |
| Total      | 11,146                         | 3383                         | 279                                     | 1674                               |
| Very - low | 3,293                          | 671                          | 57                                      | 344                                |
| Low        | 3,134                          | 922                          | 78                                      | 470                                |
| Moderate   | 2,251                          | 675                          | 56                                      | 338                                |
| Upper      | 3,468                          | 1115                         | 87                                      | 522                                |

SOURCE: SCAG/RHAM-83  
Community Systems Associates, Inc.

Specialized Housing Needs

A number of conditions existed in 1980 for various segments of the population which generate specialized housing needs or have a special impact on the local housing market. More directly, conditions related to elderly, landscaped, overcrowded, and poverty level households as well as large families, minorities, and female headed households work to create unique housing needs in the community.





Senior citizen households (householder 65 year or older) accounted for 1,390 or 18.7 percent of all Colton households in 1980. With respect to income, the median income for a senior citizen householder was \$11,813. This equates to 82.7 percent of the City median income level and 67.8 percent of the County median income during 1980. A total of 1,473 or 19.9 percent of all occupied dwellings had seniors residing as either the householder or household member. This proportion of occupied units represents a considerable need for housing amenities, such as central heating or air conditioning, that would not otherwise be considered vital to a decent and safe housing environment for younger age groups. Table 4-17 identifies some housing tenure and condition characteristics for all 1,473 units occupied by seniors.

In 1980, 1,085 or 14.6 percent of all Colton households were at or below poverty level. This generally meant a household of four earned \$7,412 or less a year while a household of two earned \$4,723 or less a year. Table 4-18 identifies various age groups and households living in poverty during 1980.

TABLE 4-17  
CITY OF COLTON  
CHARACTERISTICS OF SENIOR CITIZEN  
OCCUPIED HOUSING - 1980

|   | <u>Total Units</u> | <u>% Share of<br/>Occupied Units</u> |
|---|--------------------|--------------------------------------|
| Total units occupied by<br>Senior Citizens  | 1,473              | 100.0                                |
| Owner occupied units                        | 1,094              | 74.3                                 |
| Units lacking plumbing for<br>exclusive use | 7                  | .5                                   |
| Lacking complete kitchen<br>facilities      | 7                  | .5                                   |
| No telephone                                | 100                | 6.8                                  |
| Lacking central heating systems             | 541                | 36.7                                 |
| Lacking air conditioning                    | 502                | 34.1                                 |

SOURCE: U. S. Bureau of Census, 1980.



TABLE 4-18  
POVERTY STATUS  
BY HOUSEHOLD TYPE - 1980  
COLTON

| Household Type              | Poverty Level |         |
|-----------------------------|---------------|---------|
|                             | % Below       | % Above |
| Elderly (65+)               | 6.8           | 93.2    |
| Families                    | 13.0          | 87.0    |
| Children Under 6            | 16.8          | 83.2    |
| Children 6 - 17             | 14.9          | 85.1    |
| Children 0 - 17             | 27.5          | 72.5    |
| Female - head               | 39.9          | 60.1    |
| With Children               | 49.1          | 50.9    |
| Without Children            | 7.8           | 92.2    |
| Total Households in Poverty | 14.6          | 85.4    |

Total Households 7,434

SOURCE: U. S. Bureau of Census, 1980

Finally, Table 4-19 tracks the trend in conditions creating special housing needs in Colton. As shown, there has been a moderate decline in the prevalence of such conditions with the exception of minority households and female-headed households. The significant jump in minority households reflects a change in census reporting methods rather than a significant demographic migration or increase.

### Housing Constraints

The supply of affordable housing for all income levels is affected by a variety of housing constraint factors. Such factors can be generally classified as Governmental and Non-governmental constraints. In short, such constraints have an effect on the ultimate cost of housing which must be paid by the renter or owner.



TABLE 4-19  
HOUSEHOLDS WITH SPECIAL NEEDS  
COLTON

| Housing Type                                      | 1970  | (Percent) | 1980  | (Percent) |
|---|-------|-----------|-------|-----------|
| Elderly (65+)                                     | 1,265 | 20.3      | 1,390 | 18.7      |
| Handicapped                                       | N/A   |           | 752   | 10.1      |
| Large Families<br>(5 or more Members)             | 1,437 | 23.1      | 1,304 | 17.5      |
| Overcrowded<br>(1.01 or more persons<br>per room) | 882   | 14.2      | 761   | 10.2      |
| Minority  | 203   | 3.3       | 1,965 | 26.4      |
| Female-Headed Household                           | 689   | 11.1      | 1,036 | 13.9      |
| TOTAL HOUSEHOLDS                                  | 6,226 | 100.0     | 7,434 | 100.0     |

SOURCE: U. S. Bureau of Census, 1970 and 1980  
California Department of Rehabilitation





## Governmental Constraints

In Colton a variety of local, state, and federal governmented constraints affect the cost and affordability of housing. Constraints created by land use regulations, building requirements, required processing periods and costs, and low-income housing barriers will be discussed.

### 1. Land Use Controls

The General Plan establishes a policy framework for all development within the City. The Land Use Element of the General Plan designates areas for land use and probable densities at which residential development should be permitted to occur. Therefore, the potential for additional housing is set by the ultimate land use densities and areas designated on the map. Currently the City of Colton is updating the entire General Plan document and required elements. However the range of residential densities should remain relatively constant. Presently the plan provides for residential densities of 2.0 D.U./AC. (dwelling units per acre), 8.0 D.U./AC., 15.0 D.U./AC. and 21.0 D.U./AC. Residential densities of up to 30.0 D.U./AC have also been approved for planned community development projects under the General Plan.

The Zoning Code strictly defines General Plan policies into standards and requirements. Within the various residential zones that exist, a number of land use, density, parking, setback, lot coverage and related development standards are set. Such standards are required of all development unless special waiver by variance or use rights by conditional use permit is granted.

In addition, the City of Colton has responded to federal and state regulations for environmental protection. As result, required environmental mitigation measures resulting form environmental review has contributed to the cost of certain housing projects while preserving the surrounding environment.

### 2. Building Code Requirements

The City of Colton adopted and enforces the Uniform Building Code which ensures that all housing units are built to specified standards. The Code was substantially determined by the International Conference of Building Officials and the State of California. The City adopted the Code with few administrative amendments. The City did not set standards which were less demanding than the code. Thus, the City did not reduce the cost of housing through the revision of the Building Code.

In addition the State has directed local enforcement of building regulation for energy conservation (Title 24) and handicapped access (Title 25). Under state requirement such housing improvement requirements have been administered by the City adding directly to the cost of housing.



### 3. Processing Periods and Costs

The City of Colton maintains relatively moderate time periods for the review, approval and/or permit of residential projects. Without the need for special governmental review, a residential subdivision of 50 units could be tracked through the local governmental process within as little as 4-1/2 months from date of formal submittal to initial groundbreaking. This time frame could be met if required review procedures were performed simultaneously, otherwise the entire process would take six months at a minimum. Currently the City has been effective in processing similar residential projects within a six month time period in light of discretionary governmental review and revision work sometimes required to meet code regulations.

The City of Colton, as many other jurisdictions in the post-Proposition 13 era, has sought to recover local planning, public improvement and processing costs. This has been sought by employing a fee structure for new developments and improvements which offsets the cost of constructing various public facilities and providing services. Therefore, instead of households paying for a desired level of community services through increased property taxes such costs are passed on through development fees. As a result the cost of providing additional capital facilities needed for community services is reflected in the purchase price or rental rate of newly constructed units. Table 4-20 lists out various development fees associated with the construction of a 50 unit single family residential housing project in the City as of January 1986. As noted, processing and development fees can add an additional \$4,773 or about 6 percent to the construction value of a quality residential unit in Colton.

### 4. Article XXXIV

Article XXXIV of the California Constitution requires low rent housing developments to receive voter approval when they are developed, constructed, or acquired in any manner by a state agency. The City of Colton had not considered or passed an Article XXXIV referendum by 1986. Although a significant number of court cases have widened the opportunity to develop low rent housing developments without a referendum, the lack of voter approval has removed many options possible under a plan of implementation.

### Non-Governmental Constraints

Non-governmental constraints to affordable housing in Colton include land costs, construction costs and financing costs. The City of Colton has relatively little control over these factors. In effect, the influence on localized housing prices and affordability is dependent upon regional market constraints and opportunities.



TABLE 4-20  
CITY OF COLTON  
DEVELOPMENT FEE EVALUATION  
1985

| <u>Project Review/Approval Fees</u> | <u>Cost for Project</u> | <u>Cost Per Unit</u> |
|-------------------------------------|-------------------------|----------------------|
| Environmental Assessment            | 75                      |                      |
| Tentative Tract Map                 | <u>1,400</u>            |                      |
|                                     | \$ 1,475                | \$ 30                |
| <u>Plan Check Fees</u>              |                         |                      |
| Engineering Final Tract             | 1,550                   |                      |
| Building Plan Check (2-models)      | 489                     |                      |
| Public Improvement Plan Check       | 10,000                  |                      |
| Electrical Plan Check (2-models)    | <u>100</u>              |                      |
|                                     | \$12,139                | \$ 243               |
| <u>Permit Fees</u>                  |                         |                      |
| Building Permits                    | 18,350                  |                      |
| Plumbing Permits                    | 550                     |                      |
| Electrical Permits                  | 1,000                   |                      |
| Mechanical Permits                  | 300                     |                      |
| Public Improvement Permits          | 8,750                   |                      |
| Electrical Service Permits (est.)   | <u>5,000</u>            |                      |
|                                     | \$33,950                | \$ 679               |
| <u>Impact and Connection Fees</u>   |                         |                      |
| Sewer Connection Fees               | 75,000                  |                      |
| Park Impact Fees                    | 10,000                  |                      |
| School Impact Fees                  | <u>106,109</u>          |                      |
|                                     | \$191,109               | \$ 3,822             |
|                                     | <u>\$238,673</u>        | <u>\$ 4,773</u>      |

SOURCE: City of Colton, January 1986

NOTE: Cost estimates based on a 50 unit subdivision encompassing 8.6 acres, roughly 6,225 square feet per lot, 1,200 square foot homes (2-styles), per unit construction value of \$52,920, per unit land value of \$27,410, and \$250,000 worth of public improvements.





## 1. Land Costs

The cost of land has become a significant component of overall housing costs especially in Southern California. The accelerated rise in land costs in the Los Angeles and Orange County urban markets is an important reason development began to accelerate in the Inland Empire. Relatively inexpensive land costs made housing more affordable. However, as the demand for housing increases so does the cost of land the market is willing to bear.

In the Colton trade region the cost of residential land constitutes from 35 and 50 percent of the building improvement value. The actual cost varies depending on the lot size, location, status of development and cost of needed improvements. Considerable amounts of vacant land is available which helps to keep the cost of raw land for new development relatively inexpensive. However, public services to many hillside areas is lacking or inadequate which will raise land costs for development considerably.

## 2. Construction Costs

The cost of constructing residential units is generally determined between the building industry and buyers. Actual construction cost is a factor of current material pricing which is estimated to range between \$38 and \$48 per square foot, depending on the extent of architectural detailing and choice of materials. These construction costs reflect a substantially increase (110 percent) since 1975 when per square foot costs ranged around \$18 to \$20. The most significant increases in construction costs occurred prior to 1980. However, Table 4-21 shows the five year trend for average sales prices of housing units as compiled by the San Bernardino Valley Board of Realtors. Despite relatively low inflation rates since 1980, the average sales price has increased 20 percent in five years or 4 percent annually overall.

## 3. Cost of Financing

The greatest impact upon affordable housing from 1980 to 1985 was the increase in financing costs. Interest rates on mortgages for housing rose to unprecedented heights approaching 18 percent during the early 1980's. Although the rates receded, they still averaged 14 percent in the Inland Empire during 1984. More recently, conventional interest rates clipped as low as 11 percent during the third quarter of 1985 (fixed rate, 30 years with 20 percent down). However, mortgage interest rate have not declined to the same degree as inflation rates, which served to escalate mortgage financing costs during the 70's. In addition, points and closing costs have caused substantial add-ons equal to 2.5 percent of the principal balance of the loan.

Increased financing costs are not only associated with the purchase of homes. Construction loans for development of single family and multiple family units have been higher (about 14 to 16 percent). The increase in construction financing and development fees is a significant factor contributing to the total cost of construction. As identified under governmental



constraints, development fees alone add 6 percent to unit construction costs. Therefore, financing costs impact the affordability of housing in two ways: 1) during the construction phase (temporary), and 2) after construction at the time of sale or rental (permanent).

TABLE 4-21

SAN BERNARDINO VALLEY AVERAGE SALES PRICE  
SINGLE-FAMILY RESIDENTIAL HOMES

| <u>Year</u> | <u>Average Residential Sales Price</u> |
|-------------|--|
| 1980        | \$ 59,004                              |
| 1981        | 63,263                                 |
| 1982        | 66,996                                 |
| 1983        | 64,279                                 |
| 1984        | 65,911                                 |
| 1985        | 71,023                                 |

SOURCE: San Bernardino Valley Board of Realtors.

NOTE: Based on a comparable listing of all new residential housing units constructed in the communities of Colton, Grand Terrace, San Bernardino, Loma Linda, Highland, Rialto, Fontana, and Bloomington.

Inventory of Developable Housing Sites

Vacant land resources in the City and surrounding planning area are significant. A total of 4,846 acres remain undeveloped within the City limits and an additional 1,120 acres remain undeveloped within the sphere of influence. Essentially, 5,965 acres or one-half of the entire planning area (11,775 acres) remained undeveloped during the last quarter of 1985. A number of environmental, governmental and social factors effect the ultimate residential potential for such properties. The following discussion provides an evaluation of three factors.

Environmental suitability of sites

The Colton area is significantly affected by a variety of environmental hazards such as low lying areas subject to flooding, hills subject to landslides, areas subject to seasonal fire hazards and an active fault which brushes the City's



eastern border. Along the Santa Ana River basin about 1,200 acres would pose a severe human health hazard from flooding if developed. An additional 1,850 acres pose significant fire and landslide hazards in the La Loma Hills and Reche Canyon areas. However, about one-half or 925 acres of these hillside locations could be developed upon at restricted densities due to excessive slopes and access restrictions. The entire City would be subject to severe ground shaking from a major earthquake along the San Jacinto and San Andreas Faults. However, building design and construction measures have helped to ensure a reasonable level of safety for buildings not built directly on a fault line. In all, about 2,850 acres throughout Colton could be developed upon without significant environmental restrictions while an additional 925 acres could be developed at restricted densities.

In light of these environmental constraints the City has been evaluated with respect to residential development potential regardless of established government constraints, such as zoning, which may exist. Figure 4-1 identifies City locations with no development potential due to environmental hazards, restricted development potential, urban infill potential and rural or developing areas with development potential unrestricted by environmental hazards.

#### Inventory of Vacant sites

Vacant land within the City has been surveyed and classified according to the existing zoning designation for such uses. Table 4-22 illustrates the total acreage and unit potential under current zoning and in consideration of environmental constraints previously identified. As shown, there is a considerable amount of residential housing potential under current zoning, nearly one and one-half times the existing housing stock.

Public services, such as utilities, fire access, etc., are readily available to many vacant areas presently zoned for residential growth. Areas requiring the most significant improvements for electrical, gas, water and related services include:

- R-E Zone in the Reche Canyon Area (825 acres)
- R-1 Zone in the La Loma Hills area (380 acres)

Other undeveloped areas in which projects could tie-in to or upgrade existing mains, primary service lines, streets and related improvements includes:

- R-1 Zone in the northwest section (365 acres)
- R-E Zone in the northwest section (33 acres)

All other undeveloped lands are primarily infill parcels of varying sizes which could tie-in to the existing infrastructure systems. At this point the City has more than enough land to respond to its housing need (3,383 units from 1983 to 1989).





TABLE 4-22  
CITY OF COLTON  
VACANT LAND ULTIMATE UNIT POTENTIAL  
UNDER EXISTING ZONING

| Zone                 | Average Density | Acres Zoned | Acres Vacant | Environmental Constraints  | Developable Acreage | Potential Housing Units |
|----------------------|-----------------|-------------|--------------|--|---------------------|-------------------------|
| R-E                  | 2 DU/AC         | 1,494       | 1,037        | 425 acres not developable due to extreme slopes                        | 612                 | 1,224                   |
| R-1                  | 8 DU/AC         | 1,741       | 1,111        | 381 acres subject to restricted density due to hazards                 | 381 <sup>a</sup>    | 762 <sup>a</sup>        |
|                      |                 |             |              |  | 730                 | 5,840                   |
| R-2                  | 15 DU/AC        | 186         | 17           | No restrictions  | 17                  | 255                     |
| R-3                  | 21 DU/AC        | 625         | 421          | No restrictions  | 421                 | 9,262                   |
| PCD<br>(Residential) | 25 DU/AC        | 89          | -0-          | More acreage may be developed for housing than originally planned      | ---                 | -----                   |
| TOTAL                |                 | 3,740       | 2,271        | Majority of constraints occur in the Reche Canyon, La Loma Hills areas | 1,845               | 17,343                  |

Reference Data: 1985 City Population 24,750  
1985 City Housing Stock 9,504

SOURCE: Community Systems Associates, Inc. - field surveys October, 1985  
State Department of Finance - estimates  
City of Colton - permit records

NOTE: a. Restricted density in R-1 zone equal to 2 DU/AC



## Redevelopment Potential of Sites

The City of Colton and Redevelopment Agency have directed the focus of land intensification and recycling efforts in non-residential areas such as the downtown commercial district and Santa Ana River Industrial Project. However, in accordance with California Redevelopment Law, 20 percent of all tax increment revenue received is being directed to very low-, low- and moderate-income housing efforts throughout the City. Presently a downtown site is being pursued to develop a 100-unit senior citizen housing project targeted to very low-income households.

## Energy Conservation

Energy consumption impacts housing in several ways. In addition to energy requirements related to uses in the home, energy used to travel from home to work, to construct housing, and to support housing services, such as water and electricity reveal a close relation between energy consumption and housing.

In the 1970's standards for energy conservation had been adopted by the state. Since that time Title 24 of the State Code, which deals directly with energy conservation, has been revised and updated on an continuing bases to require greater energy efficiency in the construction of new housing. State laws have provided several alternatives which will satisfy energy efficiency requirements: namely passive solar designs, insulation standards, or active solar devices.

Several incentives exist at both the state and federal level to encourage energy conservation: income tax credits, low-cost loans, grants, and energy audits. However, the major considerations involve cost. One, the cost of many energy saving devices are prohibitive to most households (especially low income). Two, the cost of the energy saving devices must provide a cost savings overtime: the reduction in energy costs must offset the cost of the improvements. In simple terms the increased cost of constructing energy efficient housing directly affects the housing affordability.

Communities have dealt with these issues in many ways. In some instances Building Code have been upgraded, solar energy devices have been required and insulation standards have been upgraded. In a few instances, building orientation set back and height requirements have been set as passive measure to increase energy efficiency. The City of Colton has actively employed the Title 24 requirements set by the state and enforces compliance by requiring certified energy calculations for building designs and conducting on-site inspections of energy devices and improvements needed.

## HOUSING PROGRAM PERFORMANCE, GOALS, POLICIES AND OBJECTIVES

### Evaluation of Housing Program Performance

Until the 1986 General Plan Update, the City of Colton did not have an adopted Housing Element which complied with Article 10.6 of the Planning Zoning and



Development Law of California. In effect, the City has been working to secure additional housing development without formal policy directed to identified housing goals. Nonetheless, Colton has always served as a haven for low-cost housing opportunities more closely aligned with lower income household needs, when compared to the surrounding area.

In 1980, the median housing value in Colton was 32 percent less than the County median value and significantly less than surrounding communities. See Table 4-23. Similarly, contract rents in Colton were nearly 16 percent less than median rents in the County. The age of Colton housing stock is part of the reasons for lower housing costs while a market preference for other inland location is another factor.

Despite significantly lower housing costs, Colton's median income level of \$14,293 was only 18 percent below the County median income level. The relative affordability of housing which exists in Colton is further demonstrated by comparing owner and renter costs at various income levels for the City and County. As shown on Table 4-24, housing costs as a percentage of income were consistently and significantly lower than the County for all household income levels and tenure types identified.

TABLE 4-23  
HOUSING COSTS COMPARISON  
1980

| <u>Jurisdiction</u>   | <u>Median Housing Value</u> | <u>Median Contract Rent</u> |
|-----------------------|-----------------------------|-----------------------------|
| Colton                | \$ 42,800                   | \$ 188                      |
| Rialto                | \$ 60,800                   | \$ 238                      |
| Loma Linda            | \$ 77,000                   | \$ 222                      |
| Grand Terrace         | \$ 73,800                   | \$ 254                      |
| San Bernardino County | \$ 63,400                   | \$ 223                      |

SOURCE: U. S. Bureau of Census, 1980

The relative affordability of housing as reported during 1980, is due in part to local development standards and policies of the City. Despite adverse local market conditions during the Mid-70's, the City was able to induce a moderate level of growth. More recently, local efforts to increase housing opportunities at all income levels has been highly active. Even without a formal housing policy housing programs have been undertaken which are directed to the SGAG/RHAM-83 goals and State Housing Plan.





TABLE 4-24

CITY OF COLTON - SAN BERNARDINO COUNTY  
HOUSING AFFORDABILITY COMPARISON  
1980

| Household<br>Income Levels | Owner Households                     |                                     |                                      |                                     | Renter Households                    |                                     |                                      |                                     |
|----------------------------|--------------------------------------|-------------------------------------|--------------------------------------|-------------------------------------|--------------------------------------|-------------------------------------|--------------------------------------|-------------------------------------|
|                            | San Bernardino                       |                                     | City of Colton                       |                                     | San Bernardino                       |                                     | City of Colton                       |                                     |
|                            | County                               |                                     | County                               |                                     | County                               |                                     | County                               |                                     |
|                            | Costs(a)<br>Over<br>30% of<br>Income | Median<br>Cost as<br>% of<br>Income | Costs(a)<br>Over<br>30% of<br>Income | Median<br>Cost as<br>% of<br>Income | Costs(a)<br>Over<br>30% of<br>Income | Median<br>Cost as<br>% of<br>Income | Costs(a)<br>Over<br>30% of<br>Income | Median<br>Cost as<br>% of<br>Income |
| Less than \$10,000         | 45.2%                                | 28.4                                | 31.9%                                | 21.5                                | 74.5%                                | 47.4                                | 65.6%                                | 45.2                                |
| \$10,000 - \$19,999        | 31.4%                                | 20.8                                | 11.7%                                | 12.6                                | 24.9%                                | 23.7                                | 19.3%                                | 22.0                                |
| \$20,000 or More           | 10.9%                                | 15.3                                | 5.4%                                 | 10.5                                | 2.6%                                 | 15.2                                | 0.0%                                 | 13.5                                |

(a) Percentages based on proportion of reporting households within the respective income category.

SOURCE: 1980 Census Tract Data for Riverside-San Bernardino-Ontario SMSA; Table H-8.



Since 1983 housing activity has occurred on four administrative fronts. The various agencies involved with creating housing opportunities for all household income levels include the San Bernardino County Housing Authority, County Office of Community Development, Colton Redevelopment Agency and City of Colton. Each agency has served an integral role in providing a wide range of housing to date.

The San Bernardino County Housing Authority (SBCHA) services the City of Colton which is included under its area of responsibility. The SBCHA has operated housing development programs using Department of Housing and Urban Development (HUD) funding and a rental assistance program using CDBG Section 8 funding. Since 1983, the SBCHA has constructed 141 housing units in Colton for rental to very-low (50 percent of area median) income households. Under the Section 8 renter certificates program approximately 113 very-low income households have been provided rental assistance for the past three (3) years of the program. While future funding for additional rental developments and Section 8 rental assistance program does not look favorable, due to provisions contained in the Gramm-Rudman Act, the SBCHA plans to continue rental assistance for approximately 100 Colton households under a proposed "housing vouchers" program.

The County Office of Community Development (COCD) is primarily involved in housing rehabilitation and tax exempt bond issues for rental and ownership housing. With respect to housing rehabilitation, Colton was included under the service responsibility of the COCD Housing Assistance Plan (HAP) until June of 1984 and has been subsequently reinstated as a cooperative community since July of 1985. During these periods the County Office of Community Development has been responsible for virtually all government assisted rehabilitation projects completed in the Colton area. Essentially, two funding channels and four program approaches have been relied upon most heavily. CDBG funding has supported a repair program providing \$1,500 grants to elderly and handicapped households and a rehabilitation loan program providing up to \$15,000 in 6 percent or no-interest deferred payment loans for housing rehabilitation. Since 1980, the CDBG repair and rehabilitation program have funded an average of 24 and 12 projects, respectively, per year.

Direct HUD funding has been heavily relied upon to make Section 312 rehabilitation loans up until 1984. Colton residents became the most active users of HUD rehabilitation loans through the County averaging 8 to 10 loans a year prior to 1984. Since then, however, Section 312 loan funds have been discontinued and Colton has not been awarded a loan since the City was reinstated in July of 1985. A rental rehabilitation loan program has begun this year utilizing a separate source of HUD funding. Like the former Section 312 program, County program officials foresee a high rate of program participation in Colton once the program objectives are realized and accepted by area residents. A total of \$600,000 was allocated to the County for the 1985-86 year. Currently only \$90,000 in loans (5 in the Colton area) have been processed through January 1986 without benefit of total public awareness.



With respect to County bond issues, the program is directed to housing developers throughout the County as an inducement to provide a percentage of units (20 percent minimum) for low-income households. Therefore, the extent of participation by the City of Colton is dependent upon private developer interest to construct such housing types in Colton. In 1983, a County Bond Issue was used to construct an eight (8) unit rental complex in South Central Colton. A minimum of two of these units must be made available to low-income households earning 80 percent of the area median income or less. Currently the entire development is targeted to this income bracket offering rents between \$267 to \$503 for one, two and three bedroom units. In 1985, a Rental Residential Bond Issue was used to construct two complexes totaling 214 units. A minimum of 43 apartments or 20 percent of all units have been rented between \$428 and \$603 per month for one, two or three bedroom units under the County issue. Currently rent at both developments for non-assisted rentals ranges between \$435 and \$560 for conventional one and two bedroom units. Each of the development only offer one and two bedroom designs. This rent range falls within an affordable spectrum (30 percent of annual income) for low-income households (80 percent of median income) when compared against the current median income range of the area. See Table 4-25.

No single-family bond issue involving projects in Colton have been sold through the County Office of Community Development.

The Colton Redevelopment Agency and City of Colton have put together a number of Mortgage Revenue Bond (MRB) and Multi-Family Revenue Bond (MFRB) Issues since 1984. As an alternative to the County Bond program these locally coordinated issues have been directed to induce single-family housing opportunities for moderate income households and rental housing opportunities for low-income households.

In 1984 three issues were sold. The first issue (April) provided for 281 single-family units. Although no income limits were set, the \$20.5 million bond required .75 percent of the principle mortgage value for each unit to be directed to the Agency. This funding potential of \$153,000 will be directed to create housing opportunities for low and very-low income households City-wide. The second issue (July) provided for a 300 single-family housing project with 16.5 percent of the \$21.6 million bond issue or approximately 50 units required for households with incomes not to exceed 110 percent of the area median income. The third issue (November) provided for 360 multi-family rental units with a minimum of 72 units (20 percent) required for occupancy for low-income households.

In 1985, another three issues were sold. The first issue (April) provided for 208 multi-family rentals of which 42 units (20 percent) are required for occupancy by low-income households. The second issue (May) provided for 420 multi-family rentals with 84 units required for occupancy by low and/or moderate (between 80 percent and 120 percent of area median) income households. The latest issue (June) provided for 135 single-family units with a minimum of 27 units (20 percent) required for household earning incomes at or below 110 percent of the area median income.





TABLE 4-25  
AREAWIDE MEDIAN INCOMES  
1985

| <u>Household Size</u> | <u>County Median</u> |
|-----------------------|----------------------|
| 1                     | \$ 18,800            |
| 2                     | 21,400               |
| 3                     | 24,100               |
| 4                     | 26,800               |
| 5                     | 28,900               |
| 6                     | 31,100               |
| 7                     | 33,200               |
| 8                     | 35,400               |

SOURCE: San Bernardino County Housing Authority.

Since 1981, the Redevelopment Agency has directed a housing rehabilitation program utilizing tax increment revenues placed in a revolving loan fund and administered by a local commercial lender. Since 1983, approximately 16 major rehabilitation projects totaling \$308,000 have been completed for seven low-income families and nine moderate income families through out town. In addition the Redevelopment Agency is directing \$500,000 in tax increment set-aside to build a 100-unit senior citizens complex in the downtown area which is targeted towards low and very-low income seniors. Completion for the specialized housing project is slated for 1987.

Finally, the City of Colton has directed the use of a 1984 State awarded CDBG grant for \$300,000 to provide housing rehabilitation loans of up to \$15,000 for very-low income households in the south central Colton area. In addition, 10% of the funding can be used for loans to very-low income senior citizen households north of the I-10 freeway. To date, however, only seven rehabilitation loans averaging \$12,000 have been completed. This lower rate of response is due in part to the restricted target area set by the state. The City has applied for a funding extension to December of 1986 in order to complete an additional 13 rehabilitation projects with the remaining grant balance of approximately \$165,000.

Based on documented governmental efforts directed to housing needs within Colton, considerable progress has been made in absence of formal housing element policies. In consideration of the SCAG/RHAM-83 forecasts, the City of Colton and various cooperating agencies have created additional housing opportunities at a rate which exceeds the reasonable rate of attainment identified in Table 4-16. Since 1983, housing opportunities for all income households have increased at a rate of 671 units per year or 2,014 units since 1983, including 113 rental assistance certificates. Table 4-26 provides an evaluation of Colton's past performance in achieving stated regional housing goals as contributed by each of the four governmental entities.



TABLE 4-26  
CITY OF COLTON  
HOUSING PERFORMANCE EVALUATION  
1985

| <u>Governmental Agency</u>                    | <u>Very-Low</u> | <u>Low</u> | <u>Moderate</u> | <u>Upper</u> |
|---|-----------------|------------|-----------------|--------------|
| San Bernardino<br>County Housing<br>Authority | 254             | ---        | ---             | ---          |
| County Office<br>Of Community<br>Development  | ---             | 222        | ---             | ---          |
| Colton<br>Redevelopment<br>Agency             | ---             | 42         | 378             | 281          |
| City of Colton                                | ---             | 114        | 365             | 385          |
| TOTAL Housing Units                           | <u>254</u>      | <u>378</u> | <u>743</u>      | <u>639</u>   |
| Average Per Year                              | 85              | 126        | 248             | 213          |

SOURCE: San Bernardino County Housing Authority  
San Bernardino County Office of Community Development  
Colton Redevelopment Agency  
City of Colton



The determination of housing units in each income category created is based on the various governmental actions described previously. With respect to multi-family rental units constructed, all units were categorized as moderate or low income housing units. Although income limits were not prescribed for 790 units, current market rents fall within an affordable moderate income range. According to the San Bernardino County Housing Resource Board, rentals during the last month of 1985 ranged from \$465 to \$575 per month for an unfurnished two or three bedroom apartment. The lowest observed conventional rental rate in Colton was \$325 per month for a one bedroom unit with the highest observed rent of approximately \$685 per month for a unfurnished three bedroom unit in the Cooley Ranch area.

In the future, the adopted housing element will assist the City in continuing current housing efforts on all fronts. The housing program is directed to utilizing all resources as are reasonably available to the City and cooperating agencies.

### Housing Goal, Policies and Objectives

The City of Colton will emphasize a variety of resources to increase the local supply of housing at all income levels. Such resources will include programs and funding which become available through the San Bernardino Valley Housing Authority, County Office of Community Development, Community Redevelopment Agency, private enterprise and any federal or state programs which might be administered by the City directly. The City does not have the desire, financial resources or administrative structure to become an active participant in the production or financing of housing. The City does, however, possess the desire to work with private enterprise through its incentive and regulatory powers to encourage housing development, or housing opportunities, and improvement and conservation of the existing housing stock.

The City has a history of providing lower cost housing opportunities within the Inland Empire. In more recent years Colton has been able to broaden the mix of housing available to all income levels. Despite a broader range of housing, the City has been able to induce satisfactory levels of lower income housing opportunities and intends to continue a comparable level of effort through local and outside participation. Due to market and program constraints, rental housing will play a greater role in the provision of lower-income housing opportunities. However, feasible housing ownership opportunities can and will be provided through City efforts to encourage residential growth.

General housing goals have been set forth which identify the City's intended direction in providing additional housing opportunities or cooperating with other agencies serving the Colton community. Related to each general goal is a statement of community policy identifying a position or rationale supporting the overall goal. Objectives have also been set forth which serve to identify a single or variety of methods that will be pursued and utilized in achieving the overall goal stated. When appropriate, objectives have been quantified in terms of units created, households assisted, units rehabilitated or by other means in order to gauge the anticipated results.





The following goals have been identified below as a summary of the communities intended direction and are included again with supporting policies and progress objectives. Such goals, policies and objectives set the parameters in which future actions and programs will be developed and implemented, as resources permit.

1. Promote affordable housing for all income levels by encouraging a healthy, safe, decent and balanced supply housing which meets the City's overall need.
2. Maximize the effectiveness of various federal, state, county and local agencies involved with the creation of lower-income housing opportunities.
3. Upgrade and conserve the existing housing stock as a source of low and moderate cost housing for Colton residents and as a integral part of the community character.
4. Promote and encourage private industry as the primary and central source for housing production and rehabilitation.
5. Support efforts to eliminate housing discrimination regardless of race, color, religion, national origin, age, sex or family status and to assure equal opportunity for housing to all individuals.
6. Encourage citizen participation in the planning and programming of housing policy and public improvements.

#### 1. GOAL

Promote affordable housing for all income levels by encouraging a healthy, safe, decent and balanced supply of housing which meets the City's overall need.

#### POLICY

The City of Colton desires a balanced inventory of housing units among all household income groups by supporting future residential projects that add to the range of housing choices.

The City of Colton seeks a level of housing improvement and design that is sufficient enough to satisfy the needs of project residents and the surrounding neighborhood and promote the communities aesthetic integrity over the long run.

The City of Colton recognizes the need to promote housing which is affordable and will encourage the use of design, construction and financing alternatives to make comparable housing types more affordable to prospective residents.



## OBJECTIVES

- a. Realize the construction of at least 3,383 housing units in Colton during the six year period between 1983 and 1989.
- b. Consider the use of alternative design approaches and construction materials, such as zero lot-line design, reduced parcel sizes, reduced widths on feeder streets or pre-fabricated materials to increase unit affordability.
- c. Increase the supply of housing units above the 1983 housing need by the following percentages during the six year period between 1983 and 1989:

|                |       |
|----------------|-------|
| Very low       | 21.2% |
| Low            | 21.3% |
| Moderate       | 21.5% |
| Upper          | 22.2% |
| All Households | 38.7% |

## 2. GOAL

Maximize the effectiveness of various federal, state, county and local agencies involved with the creation of lower-income housing opportunities.

## POLICY

The City of Colton seeks to maintain an open and cooperative relationship with responsible housing agencies serving the Colton community.

The City of Colton will work to maximize program efficiency of all agencies addressing housing need in the Colton community.

The City of Colton seeks financial assistance from the federal and state governments as the primary vehicle to achieve low and very-low income housing needs.

## OBJECTIVES

- a. Establish on going communications between the City Planning Staff and the San Bernardino Valley Housing Authority, County Office of Community Development, San Bernardino Housing Resources Board, Inland Mediation Board and related agencies which include an exchange of program information and goals, referrals between agencies and personal contact with individuals responsible for program administration.



- b. Continue to monitor federal and state housing policy activities for new funding programs that may enable the City to create additional units, provide rehabilitation assistance, rental assistance or other low income housing opportunities.
- c. Establish and administer a lower income housing rehabilitation program coordinated between the City and Redevelopment Agency which utilizes Mortgage Revenue Bond allocation proceeds received from the sale of housing units and/or tax increment revenues to provide 15 to 30 low-interest loans by 1989.
- d. Support the success of future bond issues through the County Office of Community Development, Colton Redevelopment Agency and City of Colton by encouraging local developers to target 20 percent of their projects to low and moderate income households and by assisting them to coordinate with the County, Agency to City for bond financing.
- e. Assist the Redevelopment Agency with site design, plan review and permit processing for a 100-unit low-income senior citizens complex financed with a 20 percent set-aside allocation of tax increment revenues generated through 1987.
- f. Assist the San Bernardino Valley Housing Authority in any manner necessary to ensure 100 housing vouchers are applied to residents in the Colton community under the federal "housing vouchers" program.
- g. Encourage the San Bernardino Housing Authority to provide very-low income Colton residents with interim "housing vouchers" generated from rental rehabilitation projects administered by the County Office of Community Development. One (1) interim housing voucher for every \$5,000 loan will be created during the duration of unit improvements.

### 3. GOAL

Upgrade and conserve the existing housing stock as a source of low and moderate cost housing for Colton residents and as integral part of the community character.

### POLICY

The City of Colton recognizes the significant role existing housing units will play in preserving and providing low and moderate cost housing.

The City supports the conservation of existing housing units as a primary source of low and moderate cost housing to meet the need of future lower income residents.





The City considers many aesthetic resources possessed by existing housing units as a integral component of Colton's home town ambiance and therefore determines rehabilitation and improvement of such resources to be critical in preserving the City's historic character.

#### OBJECTIVES

- a. Continue City support and participation in the County Office of Community Development housing programs involving CDBG rehabilitation grants and loans, Section 312 rehabilitation loans, rental rehabilitation loans and newly created programs through timely review of improvements and client referrals. Realize an average of 20 rehabilitation projects a year through the County Office of Community Development.
- b. Realize thirteen (13) additional lower income housing rehabilitation loans in south-central Colton by 1986 utilizing the remaining balance of 1984 state awarded CDBG funds.
- c. Provide staff assistance and review of individual residential rehabilitation projects submitted for permit processing within a 30-day period.

#### 4. GOAL

Promote and encourage private industry as the primary and central source for housing production and rehabilitation.

#### POLICY

The City of Colton recognizes the private enterprise market as an overwhelming determinate of housing production levels, housing types and mix, and the areas where development will take place.

The City seeks to provide incentives for private enterprise as an encouragement to produce housing units within the Colton community.

The City encourages individual rehabilitation efforts which serve to maintain the existing housing stock in a healthy, safe and aesthetically pleasing condition.

#### OBJECTIVES

- a. Continually review and update City policy, to ensure that the General Plan land use mixture of residential acreages and densities is desirable and adequate to provide a full spectrum of housing opportunities which are competitive in the marketplace.



- b. Consider the use of a floating density based on lot sizes to encourage the development of more significantly scaled and self sustaining multi-family and rental projects, particularly in Central City areas undergoing land use transition or deterioration.
- c. Continue to exercise housing revenue bond issues providing lower cost financing as a developer inducement to create moderate income housing for at least 20 percent of all constructed ownership units and lower income housing opportunities for 20 percent of all constructed rental units.
- d. Continue to seek additional federal, state or redevelopment agency funding sources which can be directly administered by the City to provide "low" or "no" interest rate financing on residential rehabilitation projects.

## 5. GOAL

Support efforts to eliminate housing discrimination regardless of race, color, religion, national origin, age, sex or family status and to assure equal opportunity for housing to all individuals.

### POLICY

The City of Colton will set realistic housing need projections for its resident population, especially for low-income, elderly, handicapped and large families and persons displaced by public or private action.

The City of Colton protests the use of discriminatory actions by any financial lending institution, housing developer, landlord, management firm, public official or private individual against any persons, groups or individual seeking housing within the community.

The City will actively support affirmative action agencies providing information to the public regarding housing opportunities and acting to reach an equitable solution between landlords and tenants.

### OBJECTIVES

- a. Receive and investigate complaints of housing discrimination against any person, group, organization or corporation and refer appropriate matters to the proper authorities.
- b. Provide support to local groups that handle complaints of discrimination in housing.



- c. Coordinate with the appropriate information referral agencies in cases where illegal housing discrimination is evidenced. In this regard, publicize the availability of such services so that federal and state resources may be utilized.

## 6. GOAL

Encourage citizen participation in the planning and programming of housing policy and public improvements.

## POLICY

The City of Colton recognizes the need to encourage future housing growth that is consistent with regional housing objectives of the Southern California Associations of Governments, State Housing Plan and Federal Housing Policy.

The City is committed to localized efforts which are consistent with the Colton's General Plan and Elements and encourages the participation of local residents in the formulation of policies and the review of subsequent projects.

## OBJECTIVES

- a. Encourage public participation in the form of advertised community level workshops to provide input, discussion and formulation of policy related to housing and other General Plan elements.
- b. Upon request, assist in the formation of neighborhood associations interested in promoting neighborhood improvement and maintenance.
- c. Develop public information programs, designed to encourage the maintenance and preservation of existing housing stock, including information relating to energy conservation, fire prevention and burglary prevention.
- d. Develop an information and referral system to keep individual residents and developers aware of available government housing assistance, subsidy programs and market information.
- e. Coordinate local information system and public awareness campaigns with programs of affected service and housing agencies such as the San Bernardino Valley Housing Authority, County Office of Community Development, Inland Mediation Board, Housing Resources Board and Colton Redevelopment Agency.





## HOUSING IMPLEMENTATION PROGRAM

This Section establishes a six year schedule of actions which the City has completed, is currently undertaking, or intends to implement in order to achieve the goals and objectives of the Housing Element. The program activities identified, cover a period from 1983 to 1989 and include a statement of actions and resources to be implemented by the City and other responsible entities. The overall program is generally intended to be implemented through local land use controls, housing financing incentives, and programs funded through County and areawide agencies.

### Identification of Housing Sites to be Made Available

**Statutory Requirement.** The California Government Code requires that the Housing Program identify adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels, including rental housing, factory-built housing and mobile homes.

### Description of Programs

#### A. New Housing Construction

New construction is provided for through zoning regulations applied to approximately 2200 acres of vacant land across the City with varying development potential in 1985 and shown in Figure 4-1. The Zoning Code provides an orderly allocation of residential land uses intended to meet the projected housing needs of the community. The Zoning Code and development standards designate a range of residential densities and improvements which provide for a variety of housing types. An ultimate development evaluation suggests that 2,161 acres of vacant land will be developed with a potential yield of 17,343 units over the next 30 years.

#### B. Construction of Multi-Family Housing

Areas which are currently general planned for multi-family housing and zoned R-2 and R-3 contain vacant sites which ultimately could accommodate an additional 9,517 units to the housing stock. A majority of these areas are located in large undeveloped sectors of town, while a number of individual infill or clustered parcels are located in the central portion of town. Infill and clustered parcels are the most appropriate site to provide elderly and lower-income housing opportunities due to the availability of infrastructure, diminished land price and related market barriers. Specific land use recommendations providing in central city locations.

#### C. Expansion of Rental Housing

It is anticipated that the majority of future lower income housing opportunities will be in the form of rental housing. This trend is due to



increasing market constraints and diminished governmental assistance available to provide new ownership housing affordable to lower income households. Between 1984 and 1989 the greatest proportion of units constructed will be multi-family rental units which includes 1900 units constructed in a two year period between 1984 and 1985. Due to lower cost barriers and a strong market preference for detached single-family ownership units, future multi-family units should continue to provide rental opportunities.

#### D. Factory Built and Mobile Homes

All single-family parcels in the R-1 zone are appropriate for factory built mobile homes constructed after September 15, 1971 and approved by the California Department of Housing and Community Development or constructed after July, 1976 and approved by the U. S. Department of Housing and Urban Development. All such units located on single-family parcels are subject to the same standards as conventional type V constructed units. The City also approved the construction of a 52 acre mobile home park in 1983. Due to the competitive pricing of wood frame housing and relatively low land costs, mobile home units do not offer a highly attractive alternative to more conventional methods for unit ownership or rental.

#### Resource Commitment

Ongoing Planning and Building Department staff review of building and subdivision plans for new housing construction. Periodic review and update of General Plan land use policies by the Planning Commission and appointed study committees.

#### Estimated Results

Based on the current zoning designations, inventory of vacant sites and ultimate vacant land holding potentials, roughly 575 units could be constructed annually until build out of the City is reached. Based on the previous 4 years of construction experience and near term (3-year) market expectations, approximately 725 units could be supported by localized market activity annually through 1989. This equates to 4350 new dwelling units between 1984 and 1989 in comparison to a regional housing allocation of 3383 units. Based on five year building permit history over half of these units should be multi-family rentals.

#### Assistance in the Development of Housing to Meet the Needs of Low- and Moderate-Income Households

**Statutory Requirement.** The California Government Code requires that the programs assist in the development of adequate housing to meet the needs of low- and moderate-income households.





## Description of Programs

### A. Mixed-Land Use District

Currently, the City of Colton is designating a 97 acre mixed-use area where existing commercial and residential uses can co-exist with only aesthetic upgrades and where new significantly scaled projects are being encouraged. A floating zone will be utilized which permits increasing residential densities based on site size. Establishing this land use policy and corresponding zoning regulations could help to preserve existing low-cost housing and promote lower cost housing via increasing density incentives.

### B. Provisions for Special Low and Moderate Income Households

1. Senior Citizens - The Colton Redevelopment Agency is directing 20 percent of the tax increment revenues generated from the Santa Ana River Redevelopment Project to begin development of a 100-unit lower-income senior citizens complex. The project is to be constructed within the central downtown area and provide convenient pedestrian and public transit access to many community amenities.
2. Handicapped - All new multiple residential structures in the City of Colton are required to be accessible to the handicapped as provided in the 1979 edition of the Uniform Building Code. The City enforces these provisions through plan review by the Building Department. This will help increase the supply of residential units accessible to the handicapped through new construction.

### C. Areawide Housing Agencies

1. San Bernardino Valley Housing Authority (SBVHA) - The City of Colton actively supports and is included under the service area of the SBVHA. The SBVHA provides the thrust of rental assistance to very-low income households and is serving approximately 113 families in the Colton Community. The City of Colton Planning Department staff is working to augment SBVHA rental assistance in Colton by coordinating the use of "interim housing vouchers" generated from local rental rehabilitation projects. As a result the service capacity of the SBVHA rental assistance efforts can be expanded to include additional families within a years time. The SBVHA has also constructed over 140 very-low income rental housing units in Colton since 1983. The SBVHA has relied upon special CDBG and HUD funding to develop such projects. The City of will support continued low and moderate income housing development through the SBVHA by cooperating in the use of housing revenue bonding capacity available to the housing authority.
2. County Office of Community Development (COCOD) - The City of Colton supports the COCD's use of housing revenue bonds to provide low and moderate income housing units equaling one fifth of all units constructed under the bond issue. The City will actively encourage developers to participate in County issues whenever state funding limits prevent the City from participating directly in a bond issue.





#### D. Encouragement of Rental Housing

The City General Plan and corresponding zoning regulations set density and improvement standards which are highly favorable to multi-family rental construction. The City Planning staff intends to continue favorable review of asthetically designed projects in order to encourage future rents affordable to low and moderate income households.

#### E. City and Agency Housing Revenue Bond Issues

The City and local Redevelopment Agency have actively encouraged developer participation in bond issues providing for the construction of ownership and rental units affordable to low and moderate income households. Since 1983, 743 moderate-income and 156 low income units have been constructed with local housing revenue bond issues. The City and Agency will continue to encourage developer participation and make all efforts to maintain a favorable placement in the states bond allocation limit.

### Resource Commitment

#### A. Mixed Land Use

Planning Department Staff time as well as Commission and Council review will be required to amend the General Plan and adopt the zoning ordinance. In the long run, staff review of proposals and Planning Commission review will be required.

#### B. Provision for Special Low and Moderate Income Households

Twenty percent of future tax increment revenue estimated at \$3.5 million will be utilized to service long term debt on the development of a senior housing project. As well, Redevelopment, Planning, and City manager staff Time will be required to review and process the project. Building department staff time for review of handicapped provisions within construction plane and on-site will be required.

#### C. Areawide Housing Agencies and Local Bond Actions

Planning, Redevelopment and City Manager level staff time will be required to coordinate, promote, package and create participation between agencies and developers in order to complete desired bond issues and maximize program participation.

### Estimated Results

Implements of the mixed land use district may result in 3 to 4 residential upgrades a year. The net increase in low and moderate income units is undeterminable at this time but based primarily on market attraction to this area and future development induced by anticipated Enterprize Zone and Redevelopment Project Activities.



The following estimated results of programs explicitly directed to special housing needs, and very low-, low- and moderate-income housing opportunities are stated for the full six year period between 1983 and 1989 and based on stated commitments, previous performance and projected outlook for achievement:

#### ESTIMATED RESULTS 1981-1989

| Program                                      | Household Income Group |                |
|--|------------------------|----------------|
|  | Moderate               | Low & Very Low |
| Senior Citizen<br>Redevelopment              | -0-                    | 100            |
| SBVHA  | -0-                    | 300            |
| COCOD  | -0-                    | 80             |
| City & Agency Housing<br>Revenue Bond Issues | <u>1,000</u>           | <u>200</u>     |
|  | 1,000                  | 680            |

#### Address and Remove Governmental Constraints

Statutory Requirements. The California Government Code requires that a community address and, where appropriate and legally possible, remove governmental restraints to the maintenance, improvement and development of housing.

#### Description of Programs

##### A. Development Processing System

Colton's current time frame and cost structure for the processing of residential projects is relatively efficient. Under zoning residential projects are permitted by right and therefore are not subject to discretionary review at a notified public hearing. As such, up to six weeks of processing time can be eliminated for projects not requiring a tentative tract or parcel map. Design review has been incorporated into the planning process at an administrative level corresponding with building plan check or preliminary meetings. Processing costs which add approximately six percent to the unit value are tied to service requirements maintained for the community at large. Such cost could be eliminated from the list of processing fees but would need to be paid in the form of assessments or other financing vehicle in order to provide basic services. It is the City's position that basic public services should be borne by the developer at the time of construction and incorporated into the proposed selling or rental value of the unit





rather than placing such a burden or liability directly on property owners over and above normal housing costs. The City does not have the resources nor financial capability to absorb public improvement costs, once supported by rising property tax rates.

#### B. Zoning and Building Codes

Many local codes and standards have been set in order to prevent public safety hazards or in response to mandated requirements of the state. Requirements related to the Uniform Building Code, Uniform Mechanical Code, Electric and Fire Codes should not and cannot be legally compromised for the sake of cost savings. Such standards are critical to public safety. Energy and handicapped access requirements can still be maintained without adding exorbitant costs to the price of housing. The Building, Engineering and Planning staffs will review projects for compliance to minimum standards but allow the private sector to determine the most cost-effective means of attainment without compromising public safety.

#### C. Re-evaluate Static Density Designations Under Zoning

In order to induce cost-effective projects of sufficient scale to withstand physical and social factors which can accelerate deterioration, the City is attempting the use of a floating density based on lot size. In effect, density incentives may serve to overcome common setback or parking barriers which prevent the development of infill properties for housing.

#### D. Planned Community Development District

To provide greater flexibility to the City and developers in providing a clean, attractive and affordable living environment, approximately 397 net acres were designated under a Planned Community Development (PCD) Zone. Innovative site design measures and moderately flexible development standards have aided the City to induce 53 acres of multi-family residential developments since 1980, providing low and moderate income housing. Within the zone, opportunities exist for future housing growth premised upon the development of commercial properties. The success of sustaining residential growth in the PCD zone has promoted Planning staff to use a PCD-overlay in other City locations. The result is that developers are provided the opportunity to use alternative designs and make improvement modifications not normally possible with zoning to increase affordability, and create desired amenities. Such projects are subject to discretionary review by an Administrative Development Review Committee which also minimizes lead time required before construction permits can be issued.

#### Resource Commitment

Staff time and coordination between the Planning, Building, Engineering, Water, Electricity, Fire and Police departments is required to keep the processing time frame at a minimum. Planning staff will be responsible for coordinating the





development review process, drafting a floating density ordinance and reviewing alternative design and development proposals. Planning Commission and City Council time will be needed to review zoning ordinance amendment and to review future multi-family housing projects in the PCD and Mixed-Use District.

## Estimated Results

Results of these efforts would help speed processing time and create greater opportunities for housing within Colton. The number of additional units resulting from these programs are estimated in the Section of this housing program entitled "Identification of Housing Sites to be Made Available".

## Conserve and Improve Existing Affordable Housing Stock

Statutory Requirements. The California Government Code requires that the Housing Element contain programs which address conservation and improvement of the condition of the existing affordable housing stock.

### Description of Programs

#### A. City Administered CDBG Program

The City was awarded \$300,000 in 1984 to provide rehabilitation loans to very-low and low income owner-occupied units in the south central section of Colton. Ten percent of this funding can be used for rehabilitation loans to lower income senior citizens in the north section of town. Planning staff has awarded seven (7) loans averaging \$12,000 each in South Colton and has applied for an extension to December of 1986. The City seeks to provide an additional 13 loans with the remaining balance of \$165,000.

#### B. Revision of General Plan

The City is presently revising the General Plan to redesignate central portions of Colton from a proposed density of 16 DU/acre to 8 DU/acre. Corresponding zone changes will also be made. This policy reflects reconsideration of the existing housing stock as a potentially significant source of lower cost housing. Virtually all the established sections of Colton are comprised of older single-family dwellings in stable neighborhoods. The redesignation is provided more as a policy statement than needed market constraint to preserve the existing supply of housing. Future, low cost housing opportunities and rehabilitation efforts should be induced as properties are recycled and private, as well as, government assisted efforts are undertaken.

#### C. Redevelopment Funding for Housing Rehabilitation

Under a special housing revenue bond issue the Redevelopment Agency will generate as much as \$153,000 by 1986 to be directed for low and moderate income housing rehabilitation. All well the Agency is currently directing



the use of tax increment revenues from existing projects to make such rehabilitation loans. Since 1983, 16 loans totaling \$308,000 have been made. The Agency loan program is set up in cooperation with local lending institutions via a low-interest revolving loan fund established and directed City-wide.

#### D. Areawide Housing Rehabilitation Efforts

County Office of Community Development (COCD) - The City of Colton is a cooperative City under the COCD housing rehabilitation program. The COCD has maintained a variety of rehabilitation programs utilizing CDBG funds and targeted HUD funds. An average of 24 rehabilitation grants a year have been made to lower income seniors in Colton since 1979 with approximately ten (10) rehabilitation loans under CDBG. Prior to 1985 the Section 312 HUD rehabilitation loans activity made up a significant portion of the COCD loan program. In light of anticipate CDBG and HUD funding cuts, the Rental Rehabilitation Loan Program, is projected to be the primary COCD rehabilitation vehicle and as active as the previous Section 312 program. Colton loan activity in previous year averaged 8 to 10 loans per year under the Section 312 program, and is anticipated to continue under the rental rehabilitation program.

#### E. Departmental Review of Owner Initiated Rehabilitation

The City will actively support individual owner occupied rehabilitation efforts. In effect, Planning and Building staff will work with individuals attempting to upgrade and improve their residence by requiring conventional safety and building upgrade only to proposed improvements or conditions posing a dangerous safety threat. The City recognizes the concerns of residents to upgrade their home and neighborhood. Full application of all codes and standards to the entire structure serves only to frustrate, discourage and make any attempt at housing rehabilitation beyond the means of low and moderate income households.

### Resource Commitment

#### A. Revision of General Plan and Review of Owner Initiated Rehabilitation

Planning staff and appointed planning committee time to formulate land use policy and zone change recommendations. Planning Commission and City Council review and adoption of General Plan policies and zoning amendments. Planning, Building and Fire Department staff time to work with individual rehabilitation projects.

#### B. Locally Administered and Funded Rehabilitation programs

The allocation of 1984 CDBG funds through 1986 will be utilized. The allocation of .75 percent of mortgage loan values sold under the April 1984





Housing Revenue Bond Issue sponsored by the Redevelopment Agency for lower income housing rehabilitation loans. Allocation of required 20 percent tax increment revenue set-aside for lower income housing opportunities.

### C. Areawide Rehabilitation

Planning staff time and referral of prospective clients or developers seeking to upgrade lower increase housing opportunities within the existing housing stock.

### Estimated Results

Based on past experience, identified commitments and probable funding potential government induced lower income housing rehabilitation projects should average around 20 dwelling units per year through 1989 after accounting for City, Agency and area wide efforts. Between 1983 and 1989 the total number of rehabilitated units should total at least 100 as induced by agency activities.

Based upon annualized permit records at least 500 units will be remodeled or enhanced from 1983 to 1989 without direct governmental assistance. The General Plan revision and departmented review process should encourage an undetermined amount of housing rehabilitation. The estimate of privately initiated housing improvements is based on annual permit records for residential and non-residential miscellaneous improvement permits since 1981.

### Promote Housing Opportunities for All Persons

Statutory Requirements. The City's Housing Program shall promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin or color.

### Description of Program

#### A. Support of non-discrimination in housing

The City supports the concept of non-discrimination in housing. However, the City does not have its own resources to actively promote or enforce non-discriminatory housing laws. Enforcement and remedy for those laws lie in civil and other remedies available to those persons who believe that discrimination has occurred. The Inland Mediation Board is a resource agency available for the advocacy and enforcement of non-discriminatory housing laws.

In addition, the San Bernardino Housing Resource Board provides fair housing information to developers and individuals in order to provide equal housing knowledge and disclosure opportunities to all persons. The City actively supports the effects of both agencies through its involvement as a cooperative City with the County Office of Community Development.





### Resource Commitment

A portion of areawide CDBG and HUD funding made available from the cooperative City program is directed to the support of these agencies through the County Office of Community Development.



## 5.0 NOISE ELEMENT

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## NOISE ELEMENT

### INTRODUCTION

The Noise Element of the General Plan provides a basis for comprehensive local programs to control and abate environmental noise and to protect local citizens from excessive noise exposure. The purpose of the Noise Element is to determine the quantity and quality of the noise environment present in the Colton General Plan Study Area and to establish policy and directions for controlling noise in the future developments of the area. This Element recognizes the guidelines established by the Office of Noise Control in the State Department of Health Services.

The California Planning and Zoning Law Requires "....a noise element, which shall recognize guidelines adopted by the Office of Noise Control pursuant to Section 46050.1 of the Health and Safety Code, and which quantifies the community noise environment in terms of noise exposure contours for both near- and long-term levels of growth and traffic activity. Such noise exposure information shall become a guideline for use in development of the land use element to achieve noise compatible land uses and also to provide baseline levels and noise source identification for local noise ordinance enforcement".

"It shall be the responsibility of the local agency preparing the general plan to specify the manner in which the noise element will be integrated into the city or county's zoning plan and tied to the land use and circulation elements and to the local noise ordinance. The noise element, once adopted, shall also become the guideline for determining compliance with the state's noise insulation standards, as contained in Section 1092 of Title 25 of the California Administrative Code." California Planning and Zoning Law, Chapter 3 Local Planning, Article 5, Section 65302(g)

### ASSESSMENT

Excessive noise exposure can cause feelings of annoyance and disrupt working, learning, and recreational activities. The degree of annoyance from sound is subjective, with different people reporting various types of discomfort to the same noise.

When noise is prevalent in a community, the effects are widespread and include:

1. Psychological effects of fear, annoyance, interference with work, disruption of sleep or rest;
2. Sociological effects with speech and communication interference;
3. Physiological effects of hearing loss (either temporary or permanent), aural pain, nausea, loss of muscular control, blurring of vision; and





4. Economical effects by loss of efficiency of workers; reductions in property values.

The noise environment in Colton is composed of several major sources, all of which have a significant local or City-wide influence. A comprehensive analysis of these sources is contained in the Community Profile Report and summarized below, and includes: 1) primary arterials and major local streets; 2) passenger and freight on-line railroad operations; 3) highways and freeways; and 4) airport operations.

#### Primary Arterials and Major Local Streets

Colton's residents are generally affected by high noise levels at some point during the day or night. Impacts seem to be the most intense in the central part of the City, generally parallel to Interstate 10 (see Exhibit B located in the map pocket which accompanies this document).

At present, truck noise is the predominant noise source on Colton Avenue, Mt. Vernon Avenue, Rancho Avenue and Valley Boulevard, and La Cadena Drive. In general, trucks generate 10 to 15 dBA greater than normal passenger traffic. However, actual noise levels produced by motorized vehicles depend on a complicated array of factors, such as road and tire conditions, speed and the type of muffler used on the vehicles. Motorcycles present a problem on freeways and surface streets, although they are not as frequent as trucks.

Another source of noise on local streets are buses used for public transportation. OMNITRANS serving San Bernardino County presently provides bus service to the City of Colton on three routes. Buses now in use emit noises at a level of approximately 83 dBA.

Automobile, bus and other transportation vehicles along the City's major streets, including Mt. Vernon Avenue, La Cadena Drive, and Rancho Avenue can create noise problems for those living or working immediately adjacent to these streets.

#### Railroad Operations

Colton is bisected by the tracks and marshalling yards of three railroad companies. Numerous operations along those lines which are adjacent to, or run through, residential neighborhoods can negatively affect their quality of life. Typically, noise above 65 decibels (or moderately loud) can extend inland from a railroad track up to 315 feet, depending upon surrounding uses, condition of the tracks, speed of the train, and type of railing stake being used, among other physical factors as shown in Figure 5-1.



## Highways and Freeways

Automobiles, trucks, buses, motorcycles, utility and maintenance vehicles, and some types of recreation vehicles use the freeways and major highways in Colton. High noise levels (up to 85 dBA at 50 feet) are generated by vehicles operating on the San Bernardino Freeway (Interstate Highway 10) and the Barstow Freeway (Interstate Highway 215).

Interstate 10 passes through the City with most of the community located north and south of the roadway. Interstate 10 is a west-east segment through the City of Colton and currently carries an Average Daily Traffic (ADT) volume of approximately 95,800 vehicles. This is an average 24 hour, 2 way ADT which tends to obscure a heavy increase in traffic in peak hour volumes (8,600 vehicles).

Interstate 215 is a north-southwest segment on the eastern portion of the City of Colton and presently carries an Average Daily Traffic (ADT) volume of approximately 97,500 vehicles, and a peak hour volume of 9,000 vehicles.

Traffic along Interstate 10 and Interstate 215 creates noise greater than 60 decibels (considered to be high) along a 1,900 foot wide corridor along this route. (See Exhibit B).

## Airport Operations

Of all the sources of noise, the impact of jet aircraft approaching Norton Air Force Base, and major transportation facilities, have received the greatest amount of public attention because of the complaints of many affected Colton residents. Unfortunately, present State and Federal laws preempt local government from controlling certain sources by setting noise levels and operational procedures for aircraft, motor vehicles, and interstate carriers.

Military flight operations in and out of Norton Air Force Base facility subjects the entire City to loud jet noise of up to 80 decibels (very loud). The map in Figure 5-2 outlines the most intensive noise corridors surrounding the airport.



## THE POLICY PLAN

### General Objective

To achieve and maintain an environment where noise is compatible with human activities interacting with a variety of land uses.

### Principles and Standards

#### Principles:

1. Establish criteria defining compatible land uses as a function of the level of noise exposure.
2. Control noise exposure from future noise generators so the ambient environment will be kept within acceptable limits.
3. Establish acceptable noise standards consistent with health and quality of life goals.

#### Standards:

1. Residential structures should be constructed to maintain interior noise levels of not greater than 45 dBA, through the use of sound barrier improvements, building design, construction materials and/or insulating techniques.
2. Residential growth in Community Noise Exposure Areas greater than 70 dBA should be discouraged, unless on-site noise levels can be reduced to 60 dBA or lower via on- and off-site noise alleviating improvements.
3. Exterior noise levels should not exceed 65 dBA during the day or 55 dBA at night for commercial land uses, including general business and general merchandising.
4. Exterior noise levels should not exceed 60 dBA at any time for such areas important to public need, and where the preservation of serenity and quietness is essential if the area is to continue to serve its intended purpose. Such areas could include parks, open spaces, amphitheaters, and other areas dedicated for activities requiring special qualities of serenity.





Table 5-1 describes Land Use Compatibility for various community noise environments. These guidelines, along with the adjustment factors given in the Noise Adjustment Reference in Table 5-2, allow the City to arrive at acceptability standards which reflect the desires of Colton and the City's assessment of the relative importance of noise pollution.





TABLE 5-1

## LAND USE COMPATIBILITY FOR COMMUNITY NOISE ENVIRONMENTS

| LAND USE CATEGORY   | COMMUNITY NOISE EXPOSURE<br>$L_{dn}$ OR CNEL, dB |        |        |        |        |        | INTERPRETATION  |
|---|--|--------|--------|--------|--------|--------|---|
|   | 55   | 60     | 65     | 70     | 75     | 80     |   |
| Residential - Low Density, Single Family Homes, Duplex and Mobile Homes | Normal   | Normal | Normal | Normal | Normal | Normal |  <b>NORMALLY ACCEPTABLE</b><br>Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.  |
| Residential - Multi-Family  | Normal   | Normal | Normal | Normal | Normal | Normal |   |
| Transient Lodging - Motels, Hotels                                      | Normal   | Normal | Normal | Normal | Normal | Normal |  <b>CONDITIONALLY ACCEPTABLE</b><br>New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice. |
| Schools, Libraries, Churches, Hospitals, and Nursing Homes              | Normal   | Normal | Normal | Normal | Normal | Normal |   |
| Sports Arenas, Outdoor Spectator Sports                                 | Normal   | Normal | Normal | Normal | Normal | Normal |  <b>NORMALLY UNACCEPTABLE</b><br>New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.  |
| Playgrounds and Neighborhood Parks                                      | Normal   | Normal | Normal | Normal | Normal | Normal |   |
| Golf Courses, Riding Stables, Water Recreation, Casinos                 | Normal   | Normal | Normal | Normal | Normal | Normal |  <b>CLEARLY UNACCEPTABLE</b><br>New construction or development should generally not be undertaken.   |
| Office Buildings  | Normal   | Normal | Normal | Normal | Normal | Normal |   |
| Industrial, Manufacturing, Utilities and Agriculture                    | Normal   | Normal | Normal | Normal | Normal | Normal |   |

## CONSIDERATIONS IN DETERMINATION OF NOISE-COMPATIBLE LAND USE

## A. NORMALIZED NOISE EXPOSURE INFORMATION DESIRED

Where sufficient data exists, evaluate land use suitability with respect to a "normalized" value of CNEL or  $L_{dn}$ . Normalized values are obtained by adding or subtracting the constants as described in the Noise Adjustment Table to the measured or calculated value of CNEL or  $L_{dn}$ .

## B. NOISE SOURCE CHARACTERISTICS

The land use-noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment. The State Aeronautics Act uses 65 dB CNEL as the criterion which airports must eventually meet to protect existing noise. In order to facilitate the purposes of the Act, one of which is to encourage land use compatible with the 65 dB CNEL criterion wherever possible, and in order to facilitate the ability of air-

ports to comply with the Act, residential uses located in Community Noise Exposure Areas greater than 65 dB should be discouraged and considered located within normally unacceptable areas.

## C. SUITABLE INTERIOR ENVIRONMENTS

One objective of locating residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL or  $L_{dn}$ . This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

## D. ACCEPTABLE OUTDOOR ENVIRONMENTS

Another consideration, which in some communities is an overriding factor, is the desire for an acceptable outdoor noise environment. When this is the case, more restrictive standards for land use compatibility, typically below the maximum considered "normally acceptable" for that land use category, may be appropriate.



TABLE 5-2

NOISE ADJUSTMENT REFERENCE

Corrections to be Added to the  
Measured Community Noise Equivalent Level (CNEL)  
to Obtain Normalized CNEL

| Type of Correction                                       | Description   | Amount of Correction to be Added to Measured CNEL in dB |
|--|---|---|
| Seasonal Correction                                      | Summer (or year-round operation).   | 0   |
|  | Winter only (or windows always closed)  | - 5   |
| Correction for Outdoor Residual Noise Level              | Quiet suburban or rural community (remote from large cities and from industrial activity and trucking).   | +10   |
|  | Quiet suburban or rural community (not located near industrial activity).   | + 5   |
|  | Urban residential community (not immediately adjacent to heavily traveled roads and industrial areas).  | 0   |
|  | Noisy urban residential community (near relatively busy roads or industrial areas).   | - 5   |
|  | Very noise urban residential community.   | -10   |
| Correction for Previous Exposure and Community Attitudes | No prior experience with the intruding noise.   | + 5   |
|  | Community has had some previous exposure to intruding noise but little effort is being made to control the noise. This correction may also be applied in a situation where the community has not been exposed to the noise previously, but the people are aware that bona fide efforts are being made to control the noise. | 0   |
|  | Community has had considerable previous exposure to the intruding noise and the noise maker's relations with the community are good.  | - 5   |
|  | Community is aware that operation causing noise is very necessary and it will not continue indefinitely. This correction can be applied for an operation of limited duration and under emergency circumstances.   | -10   |
| Pure Tone or Impulse                                     | No pure tone or impulsive character.  | 0   |
|  | Pure tone or impulsive character present.   | + 5   |



## PLAN PROPOSALS AND PROGRAMS

Plan proposals, achieved through coordinated, effective programs, will allow the goals and policies of this element to be implemented and excessive noise reduced to acceptable levels.

A continuing effort will be required to determine where and how new sources of noise will be generated as the City expands throughout its General Plan Area and attempts to accommodate the increasing population and traffic flow over the next 20 years. By quantifying the community noise environment, in terms of noise exposure contours, due to long-term levels of growth and traffic activity, a guideline for use in development of land can be established (see Exhibit C for noise projections to year 2005). This noise exposure information allows Colton to achieve noise compatible land use and also provides identification of areas for enforcement of a local noise ordinance.

The City should continue to follow-up on the mitigation measures recommended in the original Noise Element, as follows:

1. Existing noise source regulations for new motor vehicles and new aircraft should be strictly enforced.
2. Acceptable noise levels should be specified for the purchase of all future vehicles, maintenance equipment, and aircraft and their components.
3. A Colton Noise Ordinance should be developed.
4. Establish a noise monitoring program with the County Environmental Health Services Department.
5. Coordinate with, and assist, the County and neighboring cities in dealing with the problem of noise and provide assistance when requested by other jurisdictions.
6. Initiate Noise Abatement site plan reviews for all projects within "Special Study Zones".
7. Continue to study noise abatement features for inclusion in a revised Uniform Building Code.
8. Promote increased public awareness concerning the effects of noise.
9. Support railroad schedule restrictions and airport operation changes during critical time periods.
10. Coordinate with Federal, State, County and adjacent city governments in developing and implementing noise abatement programs, while seeking funds to underwrite the costs.





11. Reduce the present and future impact of excessive noise from transportation sources through use of technology, planning and regulatory measures.
12. Coordinate with other elements of the General Plan to give appropriate recognition to noise level-land use relationships and other relevant matters.



6.0  
OPEN SPACE AND CONSERVATION ELEMENT

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## OPEN SPACE AND CONSERVATION ELEMENT

### INTRODUCTION

The Open Space and Conservation Elements are mandatory elements under California law. These elements were the result of increased environmental awareness and accompanying legislation, the California Environmental Quality Act (CEQA). The California Planning, Zoning, and Development Law, Government Code Section 65302(e) requires the Open Space Element. As defined in Article 10.5, Section 65560: "Open-space land is any parcel or area of land or water which is essentially unimproved and devoted to an open space use as defined in this section, and which is designated on a local, regional or state open-space plan as any of the following:"

- (a) "Open space for the preservation of natural resources"
- (b) "Open space used for the managed production of resources"
- (c) "Open space for outdoor recreation"
- (d) "Open space for public health and safety"

Section 65302(d) states a conservation element for "the conservation, development, and utilization of natural resources including water and its hydraulic force, forest, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources."

The City of Colton has combined the Open Space and Conservation Elements for the purpose of clarity and brevity.

### ASSESSMENT

This assessment of existing open space and conservation factors for Colton is a capsulized version of a complete analysis found in the Community Profile Report. A visual presentation of critical open space and conservation factors are also identified (see Exhibit D located in the map pocket which accompanies this document).

#### Open Space

Open Space area designations for Colton are affected by five factors: 1) urban areas, 2) environmental hazards, 3) conservation factors, and 4) public ownership and permanent open space.

##### Urban Areas

Urban open space is handled through the provision of park and recreational services. The City owns and operates six community and neighborhood parks,





offering a full range of both passive and active recreational services. Colton currently has 37 acres of developed public park area which falls short by 87 acres when tested against the City's planning index of 5 acres per 1,000 population (which equates to 124 acres City-wide). Even with the joint use of school facilities being considered, the combined total of 88 acres is still deficient of current need by 36 acres. Moreover, an additional 237 to 262 acres of improved parks and/or school recreational facilities will be required for long term planning of anticipated community growth, if desired park standards are to be achieved.

### Environmental Hazards

Areas in which environmental hazards pose a danger to life and property are usually best used as open space. Hazards in Colton include: earthquake faults or barriers; Santa Ana River flooding; natural channels and watersheds draining into them; and fire danger in nearby mountain canyons.

### Conservation Factors

Conservation factors include water, energy, archeological and mineral resources existing in the community as specifically evaluated in Section 10.3 of the Colton Community Profile Report. Open space planning should provide for the conservation of such factors in order that cultural resource may be preserved and future resource consumption demands within the community and beyond may be satisfied. Within the planning area boundaries, mineral and archeological resource are most affected by open space designations.

### Public Ownership and Permanent Open Space

Land can be retained as permanent open space through public ownership and agricultural land use. The Riverwash area is almost entirely owned by the San Bernardino County Flood Control District and can be considered permanent open space for flood control, water conservation and recreation. Other publicly owned permanent open spaces include: Colton Joint Unified School District properties; City parks and park sites; cemeteries; portions of State Highway right-of-way which could be landscaped; and water and electricity production and distribution systems.

### Conservation

With increasing demand for our natural resources comes an urgent need to evaluate the carrying capacity of the environment. Not only must potential resource supplies be discovered but, even more importantly, efforts must be made to conserve. The conservation concerns of Colton are outlined below.



## Water Supply and Distribution

The primary supply source for meeting City water consumption needs is the local groundwater basin. The City's distribution system presently is able to meet current demands and near-term future demands with existing facilities. Within the distribution system periodic problems occur with water quality due to aging pipe lines and some older wells. Expected long-term growth will require upgrading of older facilities, installation of new wells and expansion of existing storage capacity. The current water supply source should be adequate to meet future needs. In the event groundwater tables are lowered significantly or water quality is diminished, arrangements for tie-ins to the California Aqueduct will need to be made through the San Bernardino Valley Municipal Water District.

## Storm Drainage

The San Bernardino County Comprehensive Storm Drain Plan includes all of the Colton Planning Area. The plan includes a description of each drainage area and sub-drainage area in the community, existing storm drains and sizes, and proposed storm drains and sizes. A 25-year design run-off frequency was recommended for most improvements in the system. Recommended priorities for improvement in the Storm Drain Plan are being studied in relation to historic, periodic and potential flooding in the Planning Area and to proposed General Plan development concepts.

## Sanitation

In terms of the General Plan there are three major sanitation issues. The first of these is the quality of waste water discharged from the sewage treatment plant into the Santa Ana River. To date, few problems have been encountered in this regard, with only the occasional incidence of Federal and State water quality standards being exceeded. Most of the problems have resulted from industrial discharge which has exceeded the capacity of the treatment plant. These problems have been, or are currently, being resolved.

The second issue revolves around the availability of adequate capacity in the in-place and planned sewer mains, and in the capacity of the treatment facility. At present, the treatment facility has a current capacity of 5.4 million gallons per day (mgd), and an ultimate expansion capacity of 10.9 mgd. Capacity is currently adequate and able to accommodate current growth rates in the area.

The final issue concerns solid waste disposal. The City currently uses the County landfill located on south La Cadena Drive. This facility is expected to reach capacity by 1988, after which alternative landfill sites will be used (the San Timateo Canyon site and the Milken Avenue site). The use of these alternative sites will result in additional transporting costs and may increase rubbish collection costs.





## Energy

Energy sources available to Colton play an important role in determining the type and amount of development that the future can hold. Initial research indicates that adequate electrical distribution systems are presently in place or planned for reasonable future development within the Colton area. There also appears to be an adequate supply of natural gas for the near term future. For the long term, however, Colton will need to look at supplementing local demands with alternative energy sources, such as solar energy.

## Archeological Resources

The Colton planning area contains significant cultural resources reflective of pre-european settlement and early european settlement periods. Archeological record and site surveys have been conducted within the Colton Planning Area to identify significant sites. Although a comprehensive record search has not been conducted for the entire Planning Area, independent project surveys have identified significant sites at numerous locations near the Santa Ana river and throughout other sections of the community. Based on the occurrence of sites within various confined areas, the existence of significant pre-european (Indian) habitats at the time of settlement by Spanish missionaries is a probability. In spite of the substantial amounts of previous disturbance, throughout the planning area there is at least some possibility that significant unrecorded sites are present on locations, although surface evidence may have already been destroyed.

## Mineral Resources

Mineral Resources in the Colton area may not all be identified despite comprehensive research by the division of mines and geology. With future geologic surveying, additional deposits may be discovered, however, the main resource is currently the limestone desposits in and around Slover Mountain. Extractive processes must be regulated to provide for the health and safety of people. Depleted extraction sites need to be restored to useable condition and known deposits of minerals not now accessible or needed should be protected and conserved for future generations.

## THE POLICY PLAN

### General Objective

To establish and maintain an open space and conservation system which will ensure the conservation and wise utilization of valuable resources and will meet local and regional open space needs.





## Principles and Standards

### Principles:

1. Preserve and protect hillside and environmentally sensitive areas designated for growth through the use of strict hillside development standards.
2. Ensure a wide range of active and passive recreational uses through the promotion of a coordinated system of open space areas and linkages directed to scenic, scientific, cultural, and nature-oriented uses.
3. Conserve and protect open space needed for the preservation of air quality, water quality, water supply, waste disposal, noise abatement or public safety through zoning and other regulatory tools.
4. Protect significant mineral deposit sites from irreplaceable resource extraction until a regional shortage or impending need can be demonstrated and when permit approvals guarantee restoration of such areas to their natural state.
5. Establish education and incentive programs for energy and resource conservation.
6. Restrict development in canyons and hillsides and control the plan of development to prevent obstruction of natural runoff or water courses and to prevent unwarranted scarring of hillsides.
7. Outstanding scenic vistas and visual features shall be preserved and protected through the use of view easements, height limitations, and a design review board.
8. Establish a beautification program involving litter clean-up, street tree planting, and landscaped medians and parking lots.

### Standards:

1. There shall be five (5) acres of park land per 1,000 residents.
2. Intensive human uses, such as residential development or major vehicular traffic improvements, shall be prohibited in areas of documented ecological significance.
3. The use of natural and drought-tolerant vegetation shall be encouraged for landscaping in order that maintenance and water consumption are minimized.
4. Strict enforcement of water and air quality standards shall be applied to all industrial users through business license approvals, fire inspections and code enforcement of performance standards.



5. Hillside development standards shall be adopted requiring:
  - a. Focused EIRs for all hillside developments exceeding ten (10) parcels in a single development or subdivision.
  - b. New development shall occur on those sites that require the least amount of grading and vegetation removal.
  - c. Roads shall follow the natural topography and are not to exceed a grade of 12 percent.
  - d. Hillside densities shall be determined after consideration of safety, access, public infrastructure availability, environmental damage and aesthetics, but generally should not exceed two dwellings per acre.

#### PLAN PROPOSALS

The designation of open space and conservation areas and the statement of goals and policies can have little beneficial effect unless transformed into a course of action by implementation programs. There are four main categories of plan proposals.

1. Open space shall be preserved through a program for the public acquisition of open space land and designation for agricultural activities. The possibilities include:
  - a. Direct purchase, eminent domain purchase, purchase-sell (with restricted rights);
  - b. Life-estate and lease-leaseback (for recreational development);
  - c. There are also less-than-fee methods such as development rights, easements, and public works potentials.
2. Regulation shall be used to maintain open space requiring:
  - a. An amendment to the Colton Zoning Ordinance designating an Open Space Zone District such as the flood plain zone;
  - b. The dedication of land or in-lieu fees for local parks and recreation shall be required prior to approval of the subdivision of land. (Quimby Act);
  - c. Development standards revised and made consistent with open space and conservation policies;
  - d. The grading of soil and construction of impervious surfaces on open space lands shall be strictly regulated.



3. A program of incentives to preserve open space shall be implemented including:
  - a. The non-application of Quimby Act requirements, and/or density benefits, may be granted for Planned Unit Developments which significantly reduce the total area of impervious surfaces (streets, roofs, etc.), reduce necessary grading and disturbance of the land, and provide for perpetual maintenance of open space and recreation areas.
  - b. Tax benefits may be granted for lands placed in agricultural (Williamson Act) or open space preserves.
4. Take maximum possible advantage of federal and state funding programs for open space and conservation purposes.





## 7.0 SAFETY ELEMENT

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## SAFETY ELEMENT

### INTRODUCTION

The Safety Element is one of the seven state-mandated elements. Its purpose is to require cities and counties to take geologic, seismic, and public safety hazards into account in their planning program. Section 65302(g) of the California Planning Zoning and Development Law requires: "A safety element for the protection of the community from fires, geologic, and seismic hazards including features necessary for such protection as evacuation routes, peak load water supply requirements, minimum road widths, clearances around structures, and geologic hazard mapping in areas of known geologic hazards."

### ASSESSMENT

This section summarizes the existing geologic, seismic, and public safety hazards of the City of Colton. A complete analysis of these conditions, which includes several study maps, can be found in the Colton Community Profile Report. The following areas are examined below: geologic hazards, fire hazards, flood hazards, seismic hazards, crime, and emergency preparedness. A map of the known geologic and safety hazards in the Colton Planning Area has been prepared (see Exhibit E located in the map pocket which accompanies this document).

### Geologic Hazards

#### A. Liquefaction

Land areas prone to liquefaction during a strong earthquake are typified by loose granular soils and a high water table. Ground shaking can cause such areas to become saturated with water and lose almost all their firmness, causing extreme damage to structures and property. Two areas in Colton have a high liquefaction potential; the area to the southeast of the I-10/I-15E interchange, and the southwestern portion of the planning area.

#### B. Landslides and Erosion

While most of the City is flat with overall slopes of less than 5 percent, the southern portion of the Colton planning area is dominated by relatively steep hills and broadly terraced escarpments. Two natural factors are critical in this regard: erosion and slope failures during heavy rains, and landslides due to earthquake activity. The density of development and associated grading in hilly terrain must be fully cognizant of soils stability in these areas, and the overall slope of the terrain. In extreme cases, some areas will likely need to remain in open space, or at a low intensity of development in order to assure a reasonable degree of public safety.



### C. Subsidence

Subsidence due to groundwater withdrawal and subsidence due to hydrocompaction are probably the only types that could occur in the Colton area. Generally the effects of subsidence are gradual and become significant only over a period of years. Some dry and low density soils subject to these type of hazards are found in portions of the Cooley Ranch and "Sand Hills".

### D. Seismic Activity

The largest losses of life and property in California due to geologic hazards have been caused by violent ground shaking during earthquakes. There are up to six established or suspected earthquake faults within a distance of 12 miles of Colton, all of which are part of the San Jacinto Fault system, which is in turn part of the larger San Andreas system. The largest earthquake expected along the San Andreas Fault is an 8.5 magnitude event.

The San Jacinto Fault runs along the eastern edge of the City, passing directly under the Interstate-10/Interstate-215 interchange. This fault is regarded as one of the most active in California and has been subject to repeated earthquakes with 17 events of 6 to 8 Richter magnitude being recorded since 1769. This Fault is presently undergoing minor creep in the Colton area. A suspected fault also runs in a northwesterly-southerwesterly direction through the center of Colton. Any significant earthquake along these faults could cause extensive damage within the City, thus care should be taken to plan development in the safest possible manner.

### Flood Hazards

Potential flood hazards exist mainly along the floodplain of the Santa Ana River, which runs through the from the east in a southeasterly direction (See Exhibit E). Although much of the river's course has been protected from flooding, some areas in the City, especially south of the Interstate-10 Freeway, are subject to inundation during a 100-year storm. Residential and other high value developments should be kept away from areas prone to flooding in order to avoid undue danger to life and property. Unfortunately, however, recent development has occurred in the Cooley Ranch area.

Three major drainage courses have been channelized which are Lytle Creek, Reche Canyon Channel, and the South Rialto Outlet. In the Reche Canyon and La Loma Hills areas and in portions south of La Loma Hills, a number of natural drainage channels exist that would subject development in this areas to intermittent flood and mudslide hazards unless precautions are taken.





## Fire Hazards

There are two main types of fire hazards that have a significant impact upon the Colton area: 1) urban fire hazards and 2) brush fires.

Urban fires are generally caused by fire hazardous buildings that, because of current building regulation programs, do not require periodic inspection of older areas. The Building and Safety Code specifies in its provisions the degree of deterioration that must be reached before a building is classified as unsafe. Consequently, building owners suffer no penalty by failing to improve those buildings which have not reached the specified degree of deterioration.

Danger of brush fires is extreme in the Reche Canyon and somewhat less in the La Loma Hills due to the steepness of the terrain and general inaccessibility. Shortage of water in these areas is becoming less of a problem as new reservoirs are developed. For example, a 3,000,000 gallon reservoir has recently been added in the Reche Canyon area (off of Barton Road). Additionally, the City now supplies all of the water for the La Loma Hills and Reche Canyon areas, solving the earlier problems that having several separate water agencies created. (Some of these agencies did not meet standards current at the time, and as a result, in some areas the only dependable supply of water during a major fire would have had to come from fire department tankers).

## Crime

Colton's crime rate for major crimes grew rapidly from 1979 to 1981. It has declined since 1982 where it fell to 95 crimes per 1,000 population in 1983 the same level it had been in 1979. The crime rate continued its decline in 1984.

Continued improvement of the police force and use of the "defensible space" concept in physical planning should lead to a continuing decline in the crime rate. The City of Colton currently has 3.3 officers on duty per 10,000 population. According to the Colton Police Department, the ideal number of officers required for maximum efficiency would be 4.4 officers per 10,000 population.

Crime problems facing today's cities will not be answered through increased police forces or fire power alone. A major effort to re-establish security and safety can be made through the concept of "defensible space", as incorporated within the 1981 Colton General Plan, and as a remaining part of the 1985 updated General Plan. The objective of "defensible space" is to introduce crime prevention techniques, methodology, and experience to the planning process. The concept involves a range of mechanisms which combine to bring an environment under the control of its residents and users including: physical and psychological barriers; strongly defined areas of influence, promoting a sense of territoriality; and improvement opportunities for both public and private surveillance.



## Emergency-Preparedness

Colton's emergency preparedness program is documented in the Emergency Response Plan, which is currently undergoing revisions and is in draft form. Specific evacuation routes have not been identified, however, the freeways and the major arterials would be used as a first source. (See Exhibit A). The exact routes used would depend upon the nature of the disaster and where it occurred. The emergency plan designates the steps to be taken in time of disaster and identifies possible shelter areas, the location of which to be designated at the time of the disaster.

To determine peak load water requirements for a disaster, the fire department uses the 1974 edition of the Insurance Service Office's Guide for Determination of Required Fire Flow. Peak load water requirements are determined for each building.

In order to allow the ease of access for emergency vehicles, minimum road widths and clearances around structures have been set and are identified in the Municipal Code. Road width clearance is set at a minimum of 20 feet.

## THE POLICY PLAN

### General Objectives

1. Avoid or prevent damage from natural or man-made hazards by assessing their nature and location, taking steps to control them, and guiding human activities away from areas subject to hazards in which correction is not feasible.
2. Minimize unavoidable or unpreventable losses by requiring a thorough analysis of the geologic environment prior to design approval, and providing or requiring safe design, construction, and maintenance practices according to safety codes, ordinances, or special conditions placed on the project.
3. Take emergency action to save lives and property during or immediately following a natural or man-made disaster.

### Principles and Standards

#### A. Geologic Hazards

##### Principles:

1. Identify geologic conditions that need special management, restrict widespread urban development in areas of geologic hazards and designate land areas determined unfit for structures of human occupancy as open space land.



#### Standards:

1. Require geologic studies on proposed developments for human occupancy within areas with identified hazards.
2. Structural design shall be compatible with the local geologic hazard.
3. Public works projects for the protection of the public and property from geologic hazards shall be developed.
4. Improve geologic hazard insurance programs.
5. Public safety facilities shall be located, designed, and managed in a manner which would maximize their ability to remain functional during and after a major geologic disaster.
6. Develop programs to inform the public and governmental agencies of geologic hazards and concerned policies.

#### B. Flood hazards

##### Principles:

1. Identify, delineate, and appraise hazardous flood-prone areas and prohibit structures for human occupancy to occur in such areas.

##### Standards:

1. Parks, green belts, golf courses, bicycle and equestrian trails are to be established in flood plain areas.
2. No structure for human occupancy shall occur with the flood-plain area.
3. Land owners and home buyers shall be informed of property which lie in a high flood hazard area.
4. Periodic review and/or revision will be made of the flood control system so that future changes in land use and new technologies diminishing flood hazard potential can be utilized.

#### C. Fire Hazards

##### Principles:

1. Define and limit the extent and intensity of development in areas of high fire hazard.
2. Provide protection to property and life from fire.





#### Standards:

1. No development for human occupancy shall occur in areas of exceptionally high fire hazard, or any area where fire cannot be safely controlled.
2. Establish programs to combat fire hazards associated with older buildings.
3. Apply strict fire safety standards to hospitals, other medical facilities and critical facilities, and indoor public assembly facilities; such facilities shall not be constructed in high fire hazard areas.
4. Multi-story structures and high-hazard structures shall comply with fire protection standards.
5. A public education program shall be established.
6. All developments must provide streets of adequate width to allow safe ingress and egress of emergency vehicles.
7. Major arterials and freeway shall be used for escape routes for public evacuation.
8. Reliable and sufficient water supplies for fire protection are to be provided to all developments within fire hazardous areas.
9. Distances between structure, shall conform to standards for safe fire protection.
10. All development plans shall be reviewed by local planning, fire, water, health, road, and flood control authorities.

#### D. Crime and Defensible Space

##### Principles:

1. Deter crime through proper design techniques.
2. Develop inter-agency input, coordination, and review to incorporate crime prevention techniques and methodology into the planning process.

##### Standards:

1. Establish neighborhood watch programs.
2. Encourage the clustering of houses into small neighborhoods removed from major thoroughfares, thereby enhancing neighborhood recognition and surveillance of people or activities not normally associated with the neighborhood.



3. Require low shrubbery landscaping and discourage overnight on-street or vacant lot parking as an aid to police and the general public in visually surveying neighborhood.
4. Provide the business community, local residents, developers and general public with written information about the relationships between crime prevention and physical planning.
5. Establish emergency telephones or pay telephones at strategically located areas such that the opportunity to report a crime in progress is maximized.
6. In order that an image of security is established, streets shall be well lighted and pedestrian paths occur in wide open space designed to encourage high intensity use.
7. All development plans are to be reviewed by local planning and crime prevention authorities.

#### E. Emergency Preparedness

##### Principles:

1. Prepare for natural or man-made disasters such that containment of the hazard can occur immediately and evacuation of residents can take place readily.

##### Standards:

1. All major arterials and freeways shall be designated as emergency evacuation routes.
2. Emergency procedure shall follow that of Colton's Emergency Response Plan and as determined by emergency officials.
3. Peak load water requirements are to be met by each building as established in the 1974 edition of the Insurance Service Office's guide for determination of required fire flow.
4. Minimum road widths and clearances around structures shall follow the standards set in the Municipal Code.

#### PLAN PROPOSALS

Plan proposals, achieved through budgeted, manned programs, ultimately brings about realization of the Policy Plan. The following measures are recommended to achieve stated objectives of the Element and General Plan.



## Geologic Hazards

1. Adopt improved land-use plans, grading ordinances, and building codes that incorporate provisions for dealing with seismic hazards, landslides, mudslides erosion, liquefaction and subsidence, and provide sufficient funds to carry out work programs.
2. Devise workable procedure and criteria to determine the relative stability of slopes. The criteria must be applicable in the field, and should relate the stability characteristic to the uses to which the area can be put.
3. Provide funds and Staff to make land-use plans effective, and to enable the ordinances recommended by this element, zoning and grading ordinances to be enforced.
4. Strengthen programs and capabilities for effective inspections of grading practices, including requirement of pre-construction geological studies of slope and soil stability conditions at site.
5. Conduct on-site inspections of building sites as necessary to assure that the various actions to prevent damage from seismic events, landsliding, erosion, liquefaction and subsidence, are properly taken, as required by this element, safety regulations, and zoning and grading ordinances.
6. Carry out inspection procedures relative to geologic problems, to enforce compliance with building codes and grading ordinances.
7. Adopt the 1979 Uniform Building Code with the intent of upholding set safety standards for structures as a protective measure against geologic hazards.
8. An educational program on geologic hazards should be established with information available to all media.
9. Require real estate agents to inform all prospective property buyers of any and all natural hazards which are contained in or are near the subject property.
10. Send safety instructions to every resident of the City explaining how to secure a home against geologic hazard and what a person should do during an emergency.
11. Review and amend the Safety Element for consistency with new information, state-of-the-art advances or acceptable levels of risk change.
12. Provide emergency funds and personnel for data collection when geologic events occur.
13. Support consideration of (1) utilizing redevelopment and capital improvement programs to abate structures located in hazardous areas, and (2) encouraging the private sector to mitigate unsafe structures in hazardous areas through tax incentives and subsidies.





14. Inform all property owners, whose property contains or is traversed by a geologic hazard, of the potential risk.

#### Flood Hazards

1. Delineate boundaries of present flood-prone areas and indicate areas that should be considered in future studies.
2. Start programs requiring the dedication of land designated as future flood control channels under subdivision, mobile home, and land division planning processes.
3. Make flood hazard information available to any public agency, private firm, or individual requesting said information.
4. Adopt and enforce any pertinent land use ordinances designed to prohibit the occupancy or encroachment of any structure, improvement, or development that would obstruct the flow of water in a designated floodway on the flood-plain.
5. Erect warning signs in flood hazard areas and place conspicuous markings of flood levels on bridges or other public works to alert prospective buyers or users of the area of possible flood hazards.
6. Start a public acquisition program of lands located on hazardous flood-prone areas.
7. Develop procedure and practice for including floods into broad coverage insurance programs for properties on flood-prone areas.

#### Fire Hazards

1. Adopt a City ordinance defining fire hazardous buildings.
2. Adopt a City ordinance requiring the preparation of disaster response plans for areas subject to brush fires.
3. Study feasibility of requiring mandatory fire inspections or residences at time of sale.
4. Amend the Building Code to prohibit the use of untreated wood shingle roofs in those areas designated by County and City fire prevention and control officials.
5. Establish priorities for the renovation, demolition, or occupancy reduction of identified fire hazardous buildings.
6. Require all proposed area development to provide for safe and ready access for fire and other emergency equipment and for routes of escape which will safely handle evacuations.



7. Require at least two different ingress-egress routes for significantly scaled projects.
8. Require all proposed developments to be adequately served by water supplies for community fire protection, in accordance with the standards of the San Bernardino County Fire Chiefs Association. In addition, no hook-up to existing water supply should be considered, if it would lower the underground water table.
9. Require buildings to be spaced at least 30 feet apart (in hazard areas), in order to minimize the exposure and risk from an adjacent structural fire and the conflagration potential of the spread of fire from structure to structure.
10. Establish programs for controlling brush growth.
11. Strengthen existing codes and ordinances pertaining to fire hazards.
12. Require on-site access to swimming pools for fire protection.
13. Support regulations requiring real estate brokers or sellers to disclose the risks involved in living in fire hazard areas.
14. Support public programs to start the acquisition of land from private holdings in the hazardous areas.
15. Revise the subdivision and zoning ordinances to include fire safety standards.
16. Require all requests to build within the hazardous fire area be reviewed by the Planning Commission, and the responsible fire authority for applicable fire regulations and approval.
17. Continue to prohibit debris burning in fire hazardous areas, except in designated areas.
18. Curtail the use of heavy equipment during critical fire weather.

#### Crime and Defensible Space

1. Encourage the use and type of landscaping situated in locations so as to maximize observation, while providing the desired degree of aesthetics.
2. Encourage the clustering of industries and businesses by operating hours, whereby industrial and businesses operating after normal hours will not be isolated.
3. Adopt subdivision and zoning regulations requiring the incorporation of crime prevention techniques and methodology in the physical design of developments.



4. Adopt regulations specifying the provisions of vehicle access to the front and back of all structures within an industrial park, shopping center, mall, or strip commercial area.
5. Adopt subdivision regulations limiting the length, and provide minimum requirements for the width of cul-de-sacs, to increase patrol and intra-neighborhood surveillance and recognition.
6. Adopt subdivision and zoning regulations specifying sufficient off-street parking, well lighted, and situated so that it can be observed from patrol.
7. Adopt subdivision and zoning regulations requiring developments to locate their recreation or community facilities in areas which will receive a maximum amount of observation from the residents.
8. Adopt regulations whereby parking stalls are laid out to permit maximum observation by patrol of attendants.
9. Adopt subdivision regulations specifying enclosed garages rather than car-ports.
10. Encourage (through the site planning review process) the development of pedestrian amenities within public spaces and along sidewalks, thereby increasing the intensity of use, thus providing a deterrent to crime.
11. Require a representative from the Police Department to be included on the subdivision review process.
12. Support the expansion of the present system of lighting along streets, walkways, parking lots, and entrances to buildings.
13. Support revisions to the building code for stronger anti-intrusion devices, windows and doors for residential and commercial structures.
14. Support the adoption of regulations requiring the removal of all means of acquiring access to the roofs of all commercial or industrial structures barring conflicts with fire regulations.
15. Support the adoption of regulations specifying clear identification of all residences by house numbers and addresses readily visible from the street.
16. Support the adoption of regulations requiring public bicycle racks to be immovable and situated in a readily observable area.
17. Support the adoption of regulations requiring all elevators to be equipped with a security alarm button activating a silent alarm and automatically sending the elevator to the first floor.
18. Support, public and private redevelopment programs designed to remove physical blight from streets and public spaces which promote the perception of an area as a "high crime" area.





## Emergency Preparedness

Earthquake emergency plans should include provisions for:

### 1. An organization which:

- a. Has assigned emergency functions to intra-jurisdictional agencies to perform field operations;
- b. Has personnel designated and trained to perform specific tasks both within the control center and the damaged area,
- c. Control and coordinates field operations from a predesignated, earthquake-resistant control center;
- d. Has communications to all operating field forces and with higher and lower levels of government, to exchange operation information;
- e. Has a staff to prepare and disseminate essential public information through the local news media; and
- f. Conducts exercises to perfect and test plans and procedures.

### 2. Pre-earthquake preparations which:

- a. List most vulnerable structures within the City with relationship to their effect on emergency operations.
- b. Identify and inventory available resources;
- c. Establish procedures for retaining mutual aid;
- d. Ensure continuity of emergency communication systems, including augmentation of operating agency radio communications with Radio Amateur Communications Emergency Services or other organized volunteer emergency radio capability; and
- e. Ensure continued operation or rapid restoration of essential public utilities.

### 3. Post-earthquake operations which:

- a. Provide rapid surveillance and assessment of damaged area;
- b. Search out and rescue people trapped in damaged structures or isolated danger areas;
- c. Conduct medical triage for the injured;
- d. Provide first aid in the damage area and transport injured to emergency medical facilities;

COUNTY OF DALLAS

IN SENATE

SECTION 1. The purpose of this act is to provide for the establishment of a

commission to study and report on the feasibility of establishing a

statewide system of public libraries.

SECTION 2. The commission shall be composed of seven members, to be

appointed by the Governor, to serve for a term of three years.

SECTION 3. The commission shall hold its first meeting on or before

the first day of January, 1965, and shall report to the Governor

on or before the first day of March, 1965.

SECTION 4. The commission shall have the honorific title of

the "Commission on the Feasibility of Establishing a Statewide System of Public Libraries."

SECTION 5. The commission shall have the honorific title of

the "Commission on the Feasibility of Establishing a Statewide System of Public Libraries."

SECTION 6. The commission shall have the honorific title of

the "Commission on the Feasibility of Establishing a Statewide System of Public Libraries."

SECTION 7. The commission shall have the honorific title of

the "Commission on the Feasibility of Establishing a Statewide System of Public Libraries."



- e. Provide necessary fire prevention, fire fighting and life saving services in devastated or threatened areas;
  - f. Clear debris from transportation routes into damaged area;
  - g. Evacuate or direct people from danger areas to locations providing relative safety, shelter, and sustenance;
  - h. Provide traffic supervision and control along established evacuation routes, and security for evacuated areas;
  - i. Care for displaced people;
  - j. Remove, identify, and preserve dead for future disposal;
  - k. Provide for reuniting families;
  - l. Provide for informing victim's relatives outside of area;
  - m. Relieve hardship and expedite rapid and orderly reconstruction and redevelopment;
  - n. Prepare and disseminate essential public information through the news media;
  - o. Prepare and maintain a log of operations; and
  - p. Develop a procedure for cooperating with qualified earthquake investigators.
4. Delineate boundaries of fire hazard areas seismic hazard areas, of present and future flood-prone areas, of soils subject to landslides, erosion, subsidence and liquefaction, and designate these areas as "Special Management Areas".



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1. The first part of the paper is devoted to a discussion of the general principles of the theory of the structure of the atom. It is shown that the structure of the atom is determined by the laws of quantum mechanics, and that the laws of quantum mechanics are in agreement with the experimental facts.

2. In the second part of the paper, the author discusses the problem of the structure of the nucleus. It is shown that the structure of the nucleus is determined by the laws of quantum mechanics, and that the laws of quantum mechanics are in agreement with the experimental facts.

3. In the third part of the paper, the author discusses the problem of the structure of the molecule. It is shown that the structure of the molecule is determined by the laws of quantum mechanics, and that the laws of quantum mechanics are in agreement with the experimental facts.

4. In the fourth part of the paper, the author discusses the problem of the structure of the crystal. It is shown that the structure of the crystal is determined by the laws of quantum mechanics, and that the laws of quantum mechanics are in agreement with the experimental facts.

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7. In the seventh part of the paper, the author discusses the problem of the structure of the gas. It is shown that the structure of the gas is determined by the laws of quantum mechanics, and that the laws of quantum mechanics are in agreement with the experimental facts.

8. In the eighth part of the paper, the author discusses the problem of the structure of the plasma. It is shown that the structure of the plasma is determined by the laws of quantum mechanics, and that the laws of quantum mechanics are in agreement with the experimental facts.

9. In the ninth part of the paper, the author discusses the problem of the structure of the universe. It is shown that the structure of the universe is determined by the laws of quantum mechanics, and that the laws of quantum mechanics are in agreement with the experimental facts.

10. In the tenth part of the paper, the author discusses the problem of the structure of the world. It is shown that the structure of the world is determined by the laws of quantum mechanics, and that the laws of quantum mechanics are in agreement with the experimental facts.